

**List of Revisions to the April 1996 Draft Waterfront Land Use Plan**  
**Approved by the Port Commission**  
**June 1997**

**Plan-wide Revisions**

The words "Draft Plan" will be replaced with Waterfront Land Use Plan, Waterfront Plan or Plan, as appropriate, throughout the document.

The term "pierhead building" will be changed to bulkhead building and "bulkhead building" to connector building, throughout the document to be consistent with the Waterfront Design & Access Element.

The references to the planning process and time line will be updated throughout the document to reflect completion of the EIR, additional public hearings, final adoption of this document by the Port Commission and other planning events which have occurred since the Plan's last publication date.

The references to the Waterfront Transportation Projects will be updated to reflect completion of most of the construction associated with those projects.

**Plan-wide Maps**

All maps will be revised to reflect only dedicated City streets.

All maps will be revised to indicate that Piers 24, 34 and 36 will be removed.

**Introductory "Memo"**

The outdated page of text entitled "Port of San Francisco Draft Waterfront Land Use Plan" will be deleted.

**Prologue**

In the third unbolded paragraph, change the word "comes" to came.

In the last line on the page, change the words "should be" to are.

In the first line on the page, change the word "may" to will.

In the third line, replace "Once San Franciscans achieve" with Now that San Franciscans have achieved.

In the first full paragraph, change "four" to six; replace "I am able to present this proposal for public review" with the Port has adopted this Waterfront Land Use

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Plan which will guide revitalization and reinvestment in the waterfront. Near the end of the second sentence, change “a” to the.

### How to Use this Plan

- 7 All pages Change references to the Waterfront Plan “Hotline” to the Waterfront Plan Information Line. Change references to the Port’s “Tenant Services Staff” to the Port’s Real Estate and Asset Management Staff.
- 8 Page vii Add the following bullet under the “In Chapter 3” section:
- A discussion of waterfront land use policies and regulations, as administered by or under the Public Trust, BCDC, Planning Commission and Proposition H.
- Replace the bullets under the “In Chapter 5” heading with:
- An overview of legislative issues and proposed conforming amendments to achieve consistent land use policies in the Waterfront Plan, the San Francisco General Plan and Planning Code, and BCDC planning documents.
  - A streamlined project implementation process for major projects which incorporates community input and early coordination with regulatory agencies.
  - Flowcharts which illustrate how Public Trust, BCDC and City land use regulations affect acceptable uses on Port property.
  - A discussion of financial aspects of Plan implementation.
- 9 Page viii In the sixth “turn to” box, add a reference to the Waterfront Design & Access Element.
- 10 Page x Add a reference to the discussion of implementation issues in Chapter 5 in the first “turn to” box.
- 11 Change the phone number in the fourth “turn to” box to 274-0354.
- 12 Page xi In the second “turn to” box, replace “for information about the Urban Design Guidelines” with to arrange to purchase or borrow a copy of the Waterfront Design & Access Element.



13

In the third “turn to” box, replace “for information about historic preservation guidelines” with to arrange to purchase or borrow a copy of the Waterfront Design & Access Element.

## Executive Summary

14

The Executive Summary will be further updated to reflect the proposed amendments which are approved by the Port Commission during Plan adoption.

15

Page 2

Replace the next to last sentence in the third paragraph with the following: In addition, San Francisco’s peninsula location has severely limited the Port’s ability to compete with the Port of Oakland and other west coast ports for container cargo shipping business.

16

Page 4

Replace the last three sentences under “Maritime Use” with the following:

General policies for these northeastern waterfront piers (Piers 15-17, 19-23, 27-29) encourage the continued maritime use of these facilities for as long as feasible. However, if these cargo-related operations can no longer operate effectively on these piers, then the Plan promotes relocating these operations elsewhere on Port property and permitting a mix of maritime, commercial, recreational and public access uses. The Plan calls for the completion of a Pier 15-29 Special Planning Area Study prior to new development on these piers to determine: 1) how the Port will meet the needs of cargo terminal and related maritime support operations on Piers 15-17, 19-23, and 27-29; 2) The location and size of a major new “Northeast Wharf” open space in this area; and 3) the allowable locations and configuration of piers between Piers 15 and 29.

17

Insert the following new sentence before the last sentence under “Open Spaces and Public Access”: Other enhancements and amenities to improve public access, open spaces and views are discussed in detail in the Waterfront Design & Access Element.

18

Page 5

At the end of the first sentence under “Residential Uses,” replace “not required to support maritime activities on adjacent piers” with “determined to be surplus to the public trust.”

19

Under “Other Uses,” add General Industry after “Community Facilities.”

20

Add New to the heading “Interim Uses.”

21

Page 6

At the end of the last sentence, add: such as occurred for the ballpark planned at China Basin.

- 22 Page 11 Add commercial recreation in the ninth line after “nighttime entertainment.”
- 23 In the second sentence under the Southern Waterfront heading, insert in recent years after Piers 80 and 94/96.
- 24 Page 16 In the last sentence on the page, change “Even now” to Currently.
- 25 Page 17 In the second paragraph, replace the first two sentences with: San Francisco’s peninsula location puts the City in a disadvantage compared to the Port of Oakland as it relates to cargo access. In addition, it takes longer to route San Francisco intermodal rail cargo to the main railhead located in the East Bay.
- 26 In the same paragraph, replace “Los Angeles” with Tacoma in the last sentence.

### Chapter 1: Introduction to the Port

- 27 Page 23 At the beginning of the seventh line, change “A” to This.
- 28 Delete the last three sentences on the page.
- 29 Page 25 In the last sentence, change “Create a” to implement this.
- 30 Page 26 Delete the word “narrowly” in the first line.

### Chapter 2: Goals of the Plan

- 31 Page 34 Add the words to and to the title of the goal so that it reads “Access To and Along the Waterfront.”
- 32 At the end of the page, add: The Waterfront Design & Access Element further addresses the nature of public access and open spaces along the waterfront.
- 33 Page 35 At the beginning of the first bullet, delete “Development of urban design guidelines which will include.” At the end of the bullet, add: as discussed in the Waterfront Design & Access Element.
- 34 In the seventh bullet, delete “new and existing” and “at China Basin per the Mission Bay Plan and.”
- 35 Page 36 In the last sentence of the second unbolded paragraph, replace “by calling for development of urban design guidelines that include public input” with by requiring



that new development projects meet the requirements of the Waterfront Design & Access Element which expands upon the following Waterfront Plan objectives:

### Chapter 3: General Land Use Policies

36

Page 39

After the first sentence in the second paragraph, add: It also describes waterfront land use regulations which apply to Port property, including the Public Trust, BCDC plans and regulations, and the San Francisco General Plan and Planning Code.

37

Page 40

Before the discussion of Maritime Uses, add the following pages of text regarding Port land use regulations:

#### **Regulatory and Policy Context for this Plan**

The waterfront planning process which led to this Plan was informed by four important bodies of law and regulations that affect land use at the Port. These are:

- **The Public Trust as Administered by the Port.** The California Constitution requires that uses within the Port's jurisdiction promote navigation, fisheries, waterborne commerce, enhance natural resources or attract people to use and enjoy San Francisco Bay. Administered by the Port as "trustee," this doctrine takes the legal form of a type of easement over most Port land.
- **The McAteer-Petris Act as Administered by the San Francisco Bay Conservation and Development Commission (BCDC).** BCDC is a State agency charged with ensuring that uses along the water provide the maximum feasible public access to the Bay and preventing fill in the Bay except in limited circumstances for water oriented uses. BCDC and the Port work cooperatively because BCDC jurisdiction includes all of the piers and land on the Bay side of The Embarcadero.
- **Proposition H as Administered by the Port Through this Waterfront Plan.** Proposition H, passed by the voters in 1990, launched the planning process leading to this Plan. The Proposition, reprinted here in full as Appendix B, contains specific policies and use limitations now incorporated into this Plan.
- **The City and County of San Francisco General Plan and Planning Code as Administered by the City Planning Commission and the Board of Supervisors.** The City's General Plan contains policies affecting the waterfront. The Planning Code includes height, bulk and use



classifications, as well as criteria for conditional uses and variances.

This Waterfront Plan combines the conclusions reached during the waterfront planning process with these regulatory mandates to define land use goals, policies and requirements for the waterfront.

The overlay of the Waterfront Plan's land use policies with requirements of BCDC and the Public Trust and the City's land use policies and regulations is necessarily somewhat complex. This Waterfront Plan addresses this complexity through three layers of treatment:

- First, this Chapter 3 reviews each of these "external" bodies of land use control as they apply to the waterfront, focussing especially on the Public Trust and BCDC. This Chapter then addresses each category of land use and sets forth policies which apply throughout the Port's jurisdiction. It defines acceptable long-term uses and unacceptable uses. This Chapter also discusses new uses which, though not acceptable on a long-term basis, are acceptable as "interim" uses which will allow the Port to achieve full utilization of its property and assist in funding acceptable long-term uses.
- Chapter 4 addresses land use on a subarea basis. For each of these subareas, Chapter 4 includes an Acceptable Land Use Table that identifies the acceptable uses (including existing uses) for each of the piers or seawall lots within that subarea.
- Chapter 5 discusses implementation, and details the permit approval process which best combines the regulatory processes of the different governmental entities administering the bodies of law described above to ensure a reasonable and streamlined permit approval process which achieves the goals of this Plan. Chapter 5 also includes a project implementation flow chart which illustrates how the City's requirements, the BCDC policies, and applicable public trust policies all combine with Waterfront Plan policies to define permissible projects on individual sites. Readers interested in a more detailed application of these regulations to a specific property or project should call the Waterfront Plan Information Line at (415) 274-0354.

### **The Public Trust**

The public trust generally encumbers lands around the State which are submerged, tidal or have been filled but are retained in public ownership. The public trust reserves these lands for uses which promote navigation, fisheries, water borne commerce, and uses which enhance natural resources or attract people to use and



enjoy the Bay. Where lands are owned by a public entity, the public trust is considered an inherent attribute of the very legal title to the land. Where the land is privately held (less common), the trust takes the form of an easement which accomplishes the same goals--reserving the land for uses consistent with the trust.

The "trustee" of public trust lands is, in most cases, the State Lands Commission which reviews uses and leases for consistency with the trust, assisted by the State Attorney General. In certain cases, these lands have been granted by the State to another public entity which, as grantee, also becomes the trustee, although State Lands retains certain powers of review. San Francisco, through the Port, is such a grantee. The lands in the Port's jurisdiction were transferred from the State in 1968 by the Burton Act. Under this legislation, the Port is the trustee of the public trust for lands within its jurisdiction. With minor exceptions, all property now owned by the Port is therefore public trust land.

The Port, as trustee, makes the determination as to whether a given lease or land use is consistent with the trust. This effort is informed by numerous court decisions, a history of State Lands Commission lease approvals, as well as by important Attorney General opinions. Under this body of law, the permanency of the use is important. Certain long-term uses are acceptable, others are not; interim, shorter-term uses which do not preclude later conversion to a trust use are generally acceptable. This categorization applies to land uses typical to the Port as follows:

- *Long-term uses deemed consistent with the public trust* include all maritime and maritime support, other water-related industry, open space, public recreation and assembly, aquaria, museums, water-related commercial recreation, and specialty retail and commercial which is designed to draw people to the water such as waterfront restaurants or commercial complexes such as Pier 39, maritime office, and office in historic bulkhead buildings. Hotel is a trust use because hotels are visitor serving. Proposition H prohibits hotels on piers; however, they would be acceptable on seawall lots.
- *Long-term uses deemed inconsistent with the public trust* include general office and housing, and non-water related industrial uses.
- *Interim, shorter-term uses deemed compatible with the public trust* include almost any use on a shorter-term lease which, by physical design and lease terms, may be replaced by a permanent trust use when the opportunity arises. For example, a non-maritime warehouse, or small non-maritime offices on piers are not acceptable as permanent trust uses, but such uses are acceptable for shorter terms if they do not preclude conversion of the



facility to a trust use at a later time.

The approach to land use in this Waterfront Plan reflects these public trust principles. This Plan constitutes a public plan for the overall development of the waterfront for uses which further trust use. The application of these trust principles is discussed more specifically for each category of land use in this Chapter, and for each specific subarea in Chapter 4. In general, this Plan embodies trust concepts as follows:

- All long term land uses on piers must be consistent with the public trust. Chapter 4 contains tables for each subarea which set forth "Acceptable" uses for each pier; each of those uses must *also* be acceptable as a trust use. For example, where the table lists maritime support or public assembly as an Acceptable Use, that use may be located anywhere on the pier and without reservation since it is inherently a public trust use. By contrast, where general office is listed as an acceptable use on a pier, the trust requires that the office be located within an historic bulkhead building, or restricted to minor amounts within a larger development project of trust uses.
- Similarly, all long term land uses on the PortWalk (Herb Caen Way), marginal wharf, or on other land along The Embarcadero roadway or on its Bay side must be consistent with the public trust.
- Non-trust uses may be allowed in these areas only as *interim uses*, that is uses on short term leases, generally five years or less, which provide for reentry by the Port to facilitate conversion to trust use when appropriate. These interim uses are discussed in more detail later in this Chapter. For example, non-water oriented warehouse, industry or small office uses may remain or exist on piers on short term leases in order to facilitate the full use of Port facilities on an interim basis and to generate revenue which will be dedicated to trust purposes, including assisting the conversion of such facilities to trust use.

The seawall lots are treated differently, reflecting their location away from the water. The seawall lots, like much of what is currently downtown San Francisco, were originally tidelands or submerged. They were reclaimed (that is, filled) as part of an extension of the first San Francisco waterfront line. The Legislature authorized the sale of most of this new land into private ownership, and that is why most of the downtown area on fill is not affected by the public trust. However the State retained ownership of the seawall lots until they were transferred to the Port, so these lots are still impressed by the public trust.



The Waterfront Plan acknowledges this current trust status, but also recognizes that non-trust uses may be acceptable long term uses because these parcels are not as essential to the overall development of the waterfront for trust purposes. Lands that have lost their value to the public trust may in certain cases be conveyed free of the trust. Where former tide or submerged lands have been reclaimed pursuant to a public program of harbor development, constitute a relatively small portion of the granted trust lands, and are no longer valuable for trust purposes, release from the trust is generally permissible. When the City was granted the seawall lots and other lands under the Burton Act, it was given a certain amount of flexibility to use lands that were no longer useful to the trust for non-trust purposes. The Burton Act permitted leases of the transferred lands of up to 66 years. While these leases are generally required to be for uses consistent with certain purposes enumerated in the Burton Act and with the public trust, lands that are no longer required for such purposes can be leased for other uses. The revenues generated from these leases are to be used to further the purposes of the trust.

In 1987, the Legislature expressly released three seawall lots from the trust that were found to be no longer necessary for any trust purposes except revenue generation. The Legislature also provided a procedure whereby the City, with the approval of the State Lands Commission, could release additional lands from the trust in exchange for other lands of equal or greater value if it was found that the exchange would not substantially interfere with trust purposes and that the lands to be released (1) had been filled and reclaimed, (2) were cut off from access to San Francisco waters, (3) constituted a relatively small portion of the lands granted under the Burton Act and (4) were no longer needed for the promotion of the public trust or the purposes of the Burton Act.

The Waterfront Plan recognizes that certain of the seawall lots may be candidates for such a determination that they are surplus to the trust and thus designates acceptable uses for these lots which include non-trust long term uses such as housing and general office (hotel uses are acceptable trust uses in any event). Housing has the advantage of enlivening the waterfront on a 24 hour basis and providing a mix of users. Office may generate revenue, and would be consistent with the use of adjacent, privately owned parcels. Revenue from any such use would be used to further trust purposes such as the development of public open spaces and public access.

### **The San Francisco Bay Conservation and Development Commission**

Pursuant to the McAteer Petris Act, BCDC reviews all land use development proposals within the Bay that are on fill or involving new fill (called "Bay



jurisdiction”), or on land within one hundred feet of the shoreline (“shoreline band jurisdiction).

- Projects in the *BCDC Bay jurisdiction* are permitted by BCDC only if: (1) they are water-oriented, e.g. maritime uses, other water-related industry, water-oriented recreation and public assembly, water-oriented retail/commercial; (2) there exists no feasible alternative upland site; (3) the fill is the minimum necessary; and (4) the fill is designed to minimize harmful effects on the resources of the Bay; and finally (5) the project is designed and situated to provide the maximum feasible public access to the Bay. Development projects must also be consistent with the San Francisco Bay Plan, the underlying BCDC plan prepared under the McAteer Petris Act, as well its subarea plans, called Special Area Plans, and the San Francisco Bay Area Seaport Plan.
- In the *BCDC shoreline band*, the only criteria is that projects must provide maximum feasible public access to the Bay. Minor projects (below \$250,000) and projects which involve no substantial change in use, no increase in intensity of use and no negative effect on public access are effectively excluded from BCDC review.

The application of BCDC jurisdiction and permit requirements on Port property is as follows:

- *Port property on the land side of The Embarcadero* lies almost entirely outside of the 100 foot shoreline band and is therefore outside of BCDC jurisdiction. This includes, with very minor exceptions, all of the seawall lots.
- *Port property landward of the seawall or on the seawall itself*, such as The Embarcadero roadway or much of the PortWalk (Herb Caen Way), lies within BCDC shoreline band jurisdiction. Maximum feasible public access will be required of any project subject to BCDC review.
- *Piers or portions of piers which pre-date the McAteer-Petris Act, are in sound condition* and do not need substantial repair are treated for BCDC permit purposes as lying within the shoreline band. The only BCDC requirement is that projects on such piers provide maximum feasible public access.
- *Piers or portions of piers which require substantial repair* are treated for BCDC permit purposes as lying within its Bay jurisdiction. BCDC will grant permits for projects in these areas only if the project meets the water



oriented use test and other criteria, as well as provides maximum feasible public access. Also, under current BCDC policy, new commercial recreation or retail projects must provide additional public access and/or create new open water (by removing old piers) in an amount equal to the square footage of the proposed use (known as the "Replacement Fill Policy" or "50% Rule").

All projects subject to BCDC permit review must also be consistent with the Bay Plan, the San Francisco Special Area Plan (including the Total Design Plan) and the Seaport Plan.

As part of the waterfront planning process, BCDC, the Port, and various interested citizens and groups have evaluated such important issues as the application of the different BCDC jurisdictions and the nature and development of maximum feasible public access (including the creation of more open water) on Port property. These discussions were memorialized in a Concept Agreement executed by the executive directors of BCDC and the Port, and the Save the Bay Association. The Concept Agreement, included in this Plan as Appendix E, has been integrated into this Plan and will serve as the framework for proposed amendments to the Bay Plan and San Francisco Special Area Plan to be submitted in late 1997 for adoption by the Port, Planning and BCDC Commissions. Until such adoption, current BCDC policies apply.

The Concept Agreement serves as a basis for the rationalization of the application of BCDC Bay and shoreline band jurisdiction to the piers. All piers lying north of Pier 70 are denominated either Category 1 for piers in excellent or good condition, or Category 2 for piers in fair or poor condition. Upon adoption as part of the amended Special Area Plan, Category 1 piers will be treated for permit purposes as lying within BCDC shoreline band jurisdiction, and Category 2 piers will be treated as lying within BCDC Bay jurisdiction, with specified provisions to allow the Port to conduct basic maintenance and repairs. The application of BCDC jurisdiction to the Port under this approach is graphically set forth in Map 1. Until SAP adoption, BCDC and the Port will use these denominations as guidance in continuing the case-by-case jurisdictional determination.

The Concept Agreement also embodies new ideas for achieving maximum feasible public access to the Bay, and creation of open water through the removal of specific piers to enhance visual and physical public access to the Bay. Specific views will be preserved, and new major public plazas will be created. These elements of the Concept Plan, which upon adoption in the Special Area Plan would replace the public access and new open water requirements currently required under BCDC's Replacement Fill Policy, are set forth in detail in the Waterfront Design & Access Element of this Plan. For further discussion of the Concept

Agreement, see Chapter 5, p. \_\_\_\_ which describes the Port's program to implement the Waterfront Plan, including obtaining final approvals from BCDC and the San Francisco Planning Commission to achieve consistent planning policy documents and regulations which govern waterfront land uses.

### **Proposition H**

Proposition H, a ballot measure approved by San Francisco voters in 1990, required the preparation of a waterfront land use plan, including identification of acceptable and unacceptable uses on Port property which falls within BCDC's jurisdiction. In addition, Proposition H determined hotels on the subject property to be an unacceptable use. Completion of the Waterfront Land Use Plan will fulfill the provisions of Proposition H and, with the inclusion of the Port's remaining sites outside BCDC's jurisdiction, will establish comprehensive land use policies to guide the future use and development of all Port property.

### **San Francisco General Plan and Planning Code**

The San Francisco Board of Supervisors and the City Planning Commission adopt the San Francisco General Plan, Zoning Map and Planning Code provisions that govern all property within San Francisco. The General Plan is made up of nine elements (i.e. Commerce & Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Community Safety and Arts) containing goals, objectives and policies for the physical development of San Francisco. In addition, the General Plan includes area plans containing objectives and policies for specific geographic areas. Three of these area plans are applicable to Port property: Northeastern Waterfront Plan, Central Waterfront Plan, which includes the Mission Bay Plan, and the South Bayshore Plan. The Port has prepared proposed amendments to the General Plan for consideration by the Planning Commission and Board of Supervisors, to reflect existing conditions (e.g. demolition of the Embarcadero Freeway) and to conform to the Waterfront Land Use Plan, which are described in more detail in Chapter 5, p. \_\_\_\_.

Achieving conformity between the General Plan and the Waterfront Land Use Plan is important to foster consensus about the long-range development of the waterfront. However, pursuant to the Burton Act Transfer Agreement, as incorporated in the City Charter, a Planning Department finding "that a proposed capital improvement project on Port property does not conform to the Master Plan does not preclude the Board of Supervisors from authorizing an appropriation of Port funds for the capital improvement project." (Transfer Agreement, Article VII,



Sec. 20.)

The Planning Commission and Board of Supervisors have authority over Zoning Map and Planning Code provisions that establish the use and related performance and development standards, such as the height and bulk districts, and the regulations that govern development within those districts (e.g. parking, design). Special use districts, special height districts and special sign districts provide special regulations within those districts. For example, there is a Northern Waterfront Special Use District (NWSUD) that includes Port property north of Pier 26 to Hyde Street Pier. The NWSUD includes three subareas, two of which include Port lands (NWSUD #1 and #3). In the NWSUD, there are policies and criteria that apply to new land uses, in addition to those associated with the underlying use district classifications (C-2, Community Business; and M-1, Light Industrial) applicable to Port property.

The Planning Commission also has authority to grant conditional use authorizations, subject to appeal to the Board. The Port issues any permits or authorizations necessary for construction on Port property.

The Port has prepared proposed amendments to the Zoning Map and Planning Code to reflect the policies of the Waterfront Land Use Plan. See Chapter 5, p. \_\_\_\_\_ for a discussion of the proposed amendments, which will be further refined to include a proposed Waterfront Design Review process.

38 Page 40 In the first sentence, delete “water-dependent” and, after “uses,” add which depend on a waterfront location to operate.

39 Page 41A Remove “Existing Maritime Areas” shading from Pier 46B

40 Page 43 Add the following paragraph at the top of the page, preceding the first paragraph:

Maritime uses on Port property are permitted uses of public trust lands, as well as under the San Francisco General Plan and Planning Code, with a few exceptions. Under the McAteer-Petris Act and BCDC Bay Plan policies, those maritime uses that rely on a waterfront location to operate (e.g. navigable vessel transportation and berthing) are permitted on existing or new fill in BCDC’s Bay jurisdiction. However, some maritime support activities which are included in the definition of maritime use in the Waterfront Plan (e.g. maritime office) are not considered to be “water-oriented” and, therefore, are not permitted in BCDC’s Bay jurisdiction.

41 Delete the last sentence in the third paragraph and replace the last sentence with: These financial considerations must be addressed before determining whether Piers 15-17, 19-23, and 27-29 can be developed with uses other than the existing

industrial maritime and support uses.

42

Add the following sentence after the first sentence in the last paragraph: To address the potential for such a transition, the Port will complete a Pier 15-29 Special Planning Study, pursuant to a Draft Concept Agreement with BCDC and Save San Francisco Bay Association (see Chapter 5, p. \_\_\_\_ for more discussion).

43

Page 44

Add to the beginning of the paragraph numbered 2: As indicated in the Waterfront Design & Access Program.

44

Add to the end of 2b: Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan.

45

Page 45

Add at the end of 2c and to the end of 7: Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan.

46

Page 46

Add the following new first paragraph to item 13: Prior to approving any new development projects on Piers 15-17, 19-23, or 27-29, complete a Pier 15-29 Special Planning Area Study (a provision of a Draft Concept Agreement with BCDC and Save San Francisco Bay Association, described further in Chapter 5) which includes the following steps:

47

In the existing first sentence of item 13, replace “a Transitional Maritime Site is” with Piers 15-17, 19-23 or 27-29 are.

48

After paragraph e, add the following additional steps:

Identify the location, size and design of a new public open space to be created within the Special Planning Study Area:

Identify the location and configuration of piers based on:

- the removal of up to 210,000 square feet of pier area to create new open water in the Pier 15-35 area, of which at least 120,000 square feet would be removed within the Special Planning Study Area;
- recommendations regarding the preservation of historic piers and pier sheds resulting from further historic preservation studies to be conducted by the Port;
- the possible designation of specified boundaries and pier area limits for potential future projects involving pier reconfiguration.



49 Page 47

Add a new item 18: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

50 Add the following text after the first paragraph of the "Open Spaces and Public Access" discussion: Open spaces and public access on Port property are permitted uses of public trust lands, and can be allowed under the San Francisco General Plan and Planning Code. Under the McAteer-Petris Act and BCDC Bay Plan policies, open space is a form of public access, which can be created on replacement fill or on minor amounts of new fill in BCDC's Bay jurisdiction.

51 In the last sentence of the third paragraph under "Open Spaces and Public Access," delete "the south bank of" and "will result in," and replace with have resulted in.

52 In the last sentence on the page, delete "and the 11 acre wetlands and other waterfront open spaces approved as part of the Mission Bay Plan"

53 Add a new last paragraph: To address existing shortcomings, the Waterfront Design & Access Element includes special emphasis on public access and open spaces. Policies in the Element call for creation of an integrated system of public access and open spaces which includes a variety of open spaces, and services and improvements to make them more attractive to the public (See Chapter 3 of the Design & Access Element).

54 Page 49A Amend Map B: Open Spaces and Public Access to shade the Pier 46B edge on China Basin as "Planned Open Spaces and Public Access [a]" and relocate the "Proposed San Francisco Bay Trail [c]" from Berry Street to the shoreline along the South Beach Yacht Harbor and the Pier 46B edge on China Basin. Change "South Beach Park - Phase Two" shading to reflect the planned ballpark site.

55 Amend map to shade the public access improvements planned and completed along Islais Creek.

56 Update map to be make consistent with the Waterfront Design & Access Element as approved by the Port Commission during Plan adoption (e.g. shade the Triangle Lot and Pier 43 ½ at Fisherman's Wharf as "Planned Open Space and Public Access").

57 Amend Note [a], No. 14, to add and shoreline public access.

58 Page 51

Add and in the Waterfront Design & Access Element to the end of the first paragraph.

59 Add as indicated in the Waterfront Design & Access Element to the end of the paragraphs numbered 2, 3, 4, and 9

60 Add a new paragraph after item 5: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

61 Delete paragraph number 6 because the urban design guidelines have been completed.

62 Page 52

Add the following sentence after the first sentence in the first paragraph: Prior to approval and construction of housing on those sites, the Port, State Lands Commission and the Legislature adopted special findings determining that those seawall lots were surplus to the needs of the public trust before those units were built, because residential use is not consistent with the public trust.

63 Replace the last sentence of the first paragraph with the following: As discussed in the introduction to this Chapter, pursuant to the public trust doctrine, any sites developed with housing must be declared surplus to the needs of the trust. Such a declaration may be appropriate for these lots because the land involved is separated from the water, constitutes a small portion of the land in the public trust, and could be more useful to the overall development of the waterfront as housing than if retained for a strictly trust use.

64 Modify the order of the sentences in the second paragraph by moving the first two sentences to the end of the paragraph, and delete the phrase, "At the same time," at the beginning of the third sentence.

65 Delete the first part of the paragraph numbered 4 (before the colon) and replace it with Ensure that new residential development meets the requirements of the Waterfront Design & Access Element and the following design objectives:

66 In item 6, delete "Seek New Residential Uses on seawall lots" and replace it with Coordinate with the State Lands Commission to lift the Public Trust on any seawall lots proposed for New Residential Uses which.



67

Page 53

Add the following paragraph after the first paragraph: Non-maritime commercial uses will be carefully considered to ensure that the use is permissible under State law (i.e. the Burton Act and BCDC policies and regulations). For example, before the Port would grant a long-term lease for a commercial use on a pier, it would determine whether the use promoted the public trust by attracting people to use and enjoy the Bay or was an incidental part of an overall program of harbor development. If the proposed use was to be located within BCDC's Bay jurisdiction, the use would also have to be water-oriented or located within an historic structure, in addition to meeting other criteria. Commercial uses on seawall lots would be outside of BCDC's jurisdiction; some seawall lots may also be free of trust restrictions or available for longer term leases than pier sites. These commercial uses also can be allowed under the San Francisco General Plan and Planning Code as permitted or conditional uses, depending on the zoning district in which they are located.

68

Page 54

Add the following sentence before the last sentence in the third paragraph: To achieve this goal, The Waterfront Design & Access Element provides additional policies for the design of new development, including policies on public access, views and historic preservation.

69

Add the following sentence to the end of the fifth paragraph: The Waterfront Design & Access Element includes further discussion and description of qualitative standards for PortWalk improvements.

70

Add and the planned ballpark site on Pier 46B which has a height limit of 150 feet to the end of the second to the last sentence on the page.

71

Page 57

In the paragraph numbered 1, replace the phrase that follows "Existing Commercial Uses" with consistent with the Waterfront Design & Access Element.

72

In the paragraph numbered 4, at the beginning of the last sentence, add As indicated in the Waterfront Design & Access Element.

73

Add a new paragraph after item 4: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

74

In the paragraph numbered 6, add Consistent with the Public Trust, to the beginning of the existing sentence, and add the following new sentence to the end: In BCDC Bay jurisdiction, ensure that New Commercial Uses are water-oriented and meet other BCDC policies.

- (75) Page 58 Add As further described in the Waterfront Design & Access Element to the end of the paragraph numbered 9 and the beginning of the paragraph numbered 12.
- (76) Replace the first sentence of the paragraph numbered 13 (before the colon) with the following: Develop projects which are consistent with the Waterfront Design & Access Element and which meet the following objectives for mixed use developments:
- (77) Page 59 Add to the end of the paragraphs numbered 14 and 15: and is consistent with the Waterfront Design & Access Element.
- (78) Revise item 17 by adding a new sub-item d: d. complies with applicable BCDC requirements if the pier is in Bay jurisdiction (e.g. "no upland alternative").
- (79) Add a new item 18: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.
- (80) Page 60 Amend the second to the last sentence of the first paragraph to add and General Industry.
- (81) Add the following sentence to the end of the first paragraph: In addition to the policies and development standards, proposals for any "Other Uses" will be carefully reviewed to ensure that the use is permissible under the Burton Act, BCDC policies and regulations, and applicable General Plan and Planning Code requirements.
- (82) Add a new item 3 under Academic Institutions: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission, including storm water drainage policies for new construction and facility improvement projects.
- (83) Add a new item 4 under Transportation Services and also under Community Facilities: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.
- (84) Add the following new General Land Use Policies for General Industry:



1. Allow general industry as permanent uses only on seawall lots that are determined to be surplus to the public trust for the length of the lease term.

2. Avoid general industry uses that would have significant adverse environmental impacts on water quality or natural resources that can not be mitigated.

3. Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission, including storm water drainage policies for new construction and facility improvement projects.

85 Page 61

Revise the first bullet to read: The Port's limited financial reserves have precluded the Port from making long-term improvements to many of its deteriorating properties.

86 Delete and replace text in the second bullet with the following: The development of long-term, revenue-generating waterfront development projects will occur incrementally, given the substantial financial requirements of repairing aging facilities and incorporating maritime uses and public access as promoted in the Waterfront Land Use Plan.

87 Delete the last bullet in the right-hand column.

88 Delete the first three sentences in the second paragraph, and replace with the following text: As discussed in the introduction to this Chapter, under the Burton Act public trust lands may be leased for interim, short-term uses pending their ultimate development for a trust use. Similarly, BCDC includes provisions for interim uses on property designated for port-priority use in the BCDC/Metropolitan Transportation Commission San Francisco Bay Area Seaport Plan which includes much of the Port's property south of China Basin Channel. However, there is no clear regulatory distinction between interim, short-term uses and long-term uses. In addition, the Planning Code allows certain uses as temporary uses for up to two years.

89 Delete last paragraph at the bottom of the page.

90 Page 62 Add the word new to the title: General Land Use Policies for New Interim Uses.

91 In item 1d, delete "Encouraging BCDC" and replace with: Work with BCDC to implement the Concept Agreement (discussed in Chapter 5, p. \_\_\_\_).

92 Page 65 In paragraph 13a, revise the phrase ... "unless the uses would be compatible with

residential and other uses planned for adjacent and nearby property in the Mission Bay Specific Plan approved in 1991" to read unless the uses would be compatible with uses planned for adjacent and nearby property approved in the Mission Bay Plan, as may be amended from time to time.

93

Replace the paragraph preceding the list of "Unacceptable Non-Maritime New Uses" with the following: The uses listed below are determined by the Port Commission to be unacceptable on piers or within 100 feet of the shoreline.

94

Delete asterisk \*\*\*\* following "Sports facilities with seating capacity greater than 22,000" and corresponding text, and replace it with unless approved by San Francisco voters at an election.

#### Chapter 4: Subarea Plans

All Acceptable Land Use Tables in Chapter 4:

95

Change all "E"s (Existing Acceptable Use) to "A"s (Acceptable Use). Change all "E/X"s (Existing Accessory Use) to "X"s.

96

Delete footnote 4.

97

Add a new note: Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as pier condition, extent of proposed repairs, and/or whether the use is proposed within a National Register historic resource. (See Chapters 3 and 5 for further discussion of waterfront regulations.)

98

Page 68

In the first line, after "where feasible," add and consistent with BCDC and the Public Trust.

#### Fisherman's Wharf

99

Page 75

Beginning of the second full paragraph, delete "Given the current depressed state of the fishing industry."

100

Page 78

In the fourth line, replace "planned in conjunction with" with have been developed as part of.

101

Page 79

Insert at the end of the first partial sentence at the top of the page: Pursuant to a Draft Concept Agreement between the Port, BCDC and Save San Francisco Bay



Association (discussed further in Chapter 5), the Port will work with the Fisherman's Wharf community to develop a public plaza on The Triangle (Seawall Lots 300 and 301), with parking relocated underground. The plaza would occupy approximately 70% of the site and would be financed by revenues from a market hall or similar retail commercial development on the remaining 30%, consistent with the Waterfront Design and Access Element. In addition, the Port will make efforts to extend the open space and public access onto Pier 43 ½. In the next sentence, replace "In addition, the door should be left open" with The door will be left open....

102 In the third full paragraph, revise the first two sentences to read: Long-term parking spaces for fish handlers are provided on Pier 45 to serve the fish handling businesses now thriving in Sheds B and D. The Hyde Street Harbor project will provide spaces adjacent to the new fishing boat berths. Delete the last sentence.

103 Page 83

Add a new bullet:

- Preserve Pier 45 according to The Secretary of the Interior's Standards for Rehabilitation.

104 Add a new bullet:

- Operate and manage activities in the area to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

105 Delete the second to the last bullet.

106 Page 84

In the second bullet, add consistent with the Waterfront Design and Access Element and in the last sentence before "historic maritime industrial character."

107 Add a new bullet:

- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

108 Page 85

Under the heading "Pier 43 ½ and the Triangle/Seawall Lot 301", add Seawall 300 to the title of the second set of bullets. Replace the first and third bullets with the following new bullet:

- Work with the Fisherman's Wharf community to develop a new public plaza on approximately 70% of The Triangle (Seawall Lots 300 and 301) to implement the Draft Concept Agreement between the Port, BCDC and the Save San Francisco Bay Association (discussed further in Chapter 5). The new plaza would require relocating existing surface parking in an underground garage, and would be financed by a market hall of other retail commercial development on the remaining 30% of the site. Work with affected Port tenants to meet interim parking, vehicular circulation and other operational needs of affected businesses during the construction period, and to develop a long-term management program (e.g. maintenance, security, event planning) for the plaza.

109

In the second bullet under the same heading, after "the feasibility of", add allowing some commercial use in exchange for removing or. Replace "in order to make more open space available" with to extend open space to the water's edge.

110

Revise the fourth bullet under the same heading to read:

- Consistent with the Waterfront Design and Access Element, design the Triangle Plaza and new retail buildings with "transparent" design to provide views through the building to the Bay.

111

Delete the fifth bullet under the same heading.

112

Page 86

Under the heading "Proposed Hyde Street Harbor", add the following to the end of the third bullet: Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee. Repeat this bullet, as amended, under the "Hyde Street Pier" heading.

113

Page 87

Add the following new bullet under each of the four area headings on the page:

- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

114

Page 88

Delete the existing first bullet and add the following new bullet under the heading "Pier 43 (Ferry Arch)":

- Consistent with the Waterfront Design and Access Element, retain



and reuse the historic Pier 43 Ferry Arch.

## **Northeast Waterfront**

- (115) Page 90 Before the third sentence, add Prior to new development, a Special Planning Study will determine how to meet cargo and maritime needs, the location of a major new open space in the area, and location and allowable reconfiguration of these piers.
- (116) Page 92 In the first paragraph, delete “major arterial in the City’s transportation system. With construction of the Waterfront Transportation Projects, The Embarcadero will be recast as a.”
- (117) Delete “recently constructed” from the description of Pier 7 in the last sentence.
- (118) Page 94 Add to the end of the page: In addition, if piers are no longer needed for cargo use between Piers 15 and 29, then a site should be planned for a major new public open space that would be developed in conjunction with new mixed use development.
- (119) Page 96 Add Open Space as an acceptable use for Pier 19 - 23, 23 ½.
- (120) Revise the asterisk language to read: General Office is an acceptable use in both the historic and non-historic buildings on the bulkhead sites of these piers.”
- (121) Page 97 Indicate the boundaries of the Pier 15-29 Special Planning Study Area on the map.
- (122) Add a new note [b] for Transitional Maritime Sites: [b] A Pier 15-29 Special Planning Study will be conducted to determine the location of a major new open space and open water area and Pier reconfiguration if the piers in this area no longer are needed for cargo-related use. See p. \_\_\_\_ for more discussion.
- (123) Page 99 Replace the seventh bullet with the following: Retain and reuse the Pier 31, 33 and 35 bulkhead and connector buildings consistent with the historic preservation policies and site-specific design criteria in the Waterfront Design and Access Element. Develop criteria for rehabilitation and reuse of these historic structures.
- (124) Delete the ninth bullet.
- (125) Page 100 Add the following phrase to the beginning of the last sentence on the page: Consistent with the Waterfront Design & Access Element of the Plan. Delete the word “therefore” in the sentence.

- (126) Page 101 Add the following phrase to the beginning of the first two bullets: Consistent with the Waterfront Design & Access Element.
- (127) In the third bullet, replace “as an entrance” with which serves as an important access.
- (128) Page 102 Delete the first two paragraphs and replace with the following: Although cargo-related operations at these piers should be allowed to remain as long as the Port determines them to be economically and operationally viable, there is potential for the development of a mix of maritime, commercial and public access uses on these piers, which also would meet the objectives for the Northeast Waterfront.  
As explained in Chapter 3 (p. \_\_\_\_\_ and General Policies on p. \_\_\_\_\_), the purpose of the Pier 15 - 29 Special Planning Area Study is to resolve the following issues before the Port approves any new development on these piers: 1) whether the piers will continue to be viable exclusively for maritime uses; 2) the location and size of a major new “Northeast Wharf” open space within potential new maritime mixed use development in the Special Study Area; and 3) the location and configuration of piers, including removal of pier area to create open water.
- (129) Page 103 Revise the first bullet to read: Pursuant to the General Policies on page \_\_\_\_\_ of Chapter 3, conduct a Pier 15 - 29 Special Planning Area Study if the Transitional Maritime Areas are no longer necessary for cargo shipping related uses. Pursue a mix of activities that achieves the following:
- (130) Add a new section e: Create a “Northeast Wharf” public open space on a site to be determined in the Pier 15 - 29 Special Planning Area Study.
- (131) Add a new section f: The removal of pier area to create open water.
- (132) In the second bullet, delete the last sentence.

### **Ferry Building Waterfront**

- (133) Page 105 In the third paragraph, add language indicating that the Agriculture Building originally was named the Ferry Station Post Office.
- (134) In the last paragraph, delete “which are highly rated by the Foundation for San Francisco’s Architectural Heritage for their architectural and historical significance.”.
- (135) In the last full sentence, after “These buildings” add: “together with the Ferry Building and Agriculture Building, will be preserved according to the Secretary of the Interior’s Standards for Historic Rehabilitation and....



- (136) Delete the following two sentences starting with “On the other hand,” which continue onto the next page.
- (137) Page 108 Delete the first sentence of the first whole paragraph and the first four words of the second sentence, and replace with: To address this issue, the Waterfront Design and Access Element includes design criteria for the PortWalk to create continuous waterfront pedestrian access from the Embarcadero Promenade south of the Agriculture Building to the south edge of Pier 1. On the City side, the planned Ferry Building Plaza will...
- (138) Page 110 In the second paragraph, delete “Although reuse plans for Treasure Island are in their infancy”.
- (139) At the end of the third paragraph, replace “Mission Bay” with China Basin.
- (140) Page 111 After the third sentence in the fourth paragraph, add New development along the waterfront to the south, such as the South Beach Harbor, the new South Beach mixed-use residential neighborhood and the adjoining ballpark planned at China Basin, reinforce this interest.
- (141) Page 114 At the end of the seventh bullet, add and pedestrian activity on the PortWalk along the Embarcadero Promenade.
- (142) Page 115 Revise the third bullet to read: Preserve the Piers 1, 1 ½, 3 and 5 bulkhead and connector buildings according to the Secretary of the Interior’s Standards for Historic Rehabilitation and allow for improvements in visual and physical access to the waterfront as further described in the Waterfront Design & Access Element.
- (143) Add a new fourth bullet: Preserve the Ferry Building and Agriculture Building according to the Secretary of the Interior Standards for Historic Rehabilitation.
- (144) Page 116 At the end of the third bullet, add that both attract and benefit from visitors to the waterfront.
- (145) Page 117 In the first sentence, delete “When funding becomes available”.
- (146) In the second paragraph, change “over 4 ½ acres” to almost three acres.
- (147) In the third paragraph, second sentence, replace “is expected” with will be designed consistent with the Waterfront Design & Access Element in order.
- (148) In the third paragraph, at the end of the third sentence, add and attract visitors before and after major events on the waterfront such as festivals or activities at the

planned China Basin ballpark.

### **South Beach/China Basin Waterfront**

- (149) Page 118 Add before the last sentence: A much larger example is the planned ballpark and pavilion at Pier 46B on China Basin.
- (150) Page 119 In the second paragraph, delete item 3) re Pier 46B and renumber the following items.
- (151) Page 120 In the second sentence of the second paragraph, add along the south shoreline of China Basin and from after the word “extending.”
- (152) Delete the last sentence on the page and replace with: The replacement and enhancement of the existing public boat launch facilities at Pier 52 is expected to be completed for the 1997 boating season, with a new cafe and bait shop to be added later.
- (153) Add a new third paragraph: In addition, China Basin Channel (Mission Creek), a navigable waterway, extends westerly from China Basin passing under the Lefty O’Doul Bridge and the Fourth Street Bridge. Although the Channel has been significantly altered, it is the last remnant of the original Mission Bay formed by Mission Creek, and it still supports wildlife. The Mission Creek Harbor Association, located on a portion of its south bank, harbors recreational boats and houseboats, and has developed and maintains a landscaped public access area along the adjoining Channel shoreline.
- (154) Page 121 Add a new fourth paragraph: In 1996, the voters approved a ballot proposition to enable a ballpark to be built on a 13-acre site at China Basin on Pier 46B, two seawall lots and an adjoining City block. The planned 42,000 seat ballpark will include an ancillary retail and commercial pavilion building. The decking on the south side of Pier 46B will be improved as a public access area, extending the PortWalk to the Lefty O’Doul Bridge and the China Basin Channel. A planned ferry terminal will enable ballpark visitors and others to ride across or along the Bay.
- (155) Replace the existing fourth paragraph with: The other major land use change adjacent to the Port is the proposed development of Mission Bay. Although the 1991 Development Agreement for this property was terminated by the land owner, planning is now underway to convert this 300 acre site to a new mixed-use waterfront neighborhood and a new research campus for the University of California, San Francisco (UCSF). North of the China Basin Channel, the



Redevelopment Agency is developing a redevelopment plan for housing units, commercial retail and entertainment uses and shoreline open spaces. South of the Channel, plans are being developed for housing, commercial-industrial uses, a hotel, a variety of retail uses, and shoreline and other open spaces, in addition to the UCSF campus.

156 In the fifth paragraph, in the first line after "South Beach/China Basin area" add and the visitors anticipated at the proposed ballpark.

157 After the last sentence, add: Attractive recreational, retail, commercial and other visitor-serving activities should encourage users of the ballpark to enhance and extend their visit to the waterfront and their experience of San Francisco Bay.

158 Page 122 In the first sentence, delete "and" in first line and, after "neighborhoods" in the second line, add and the planned ballpark.

159 Replace the second and third paragraphs with: Prior proposals for this area included uses such as a marina, a hotel and exhibition hall, general and specialty retail activities, public assembly facilities, significant public access areas suitable for hosting sailboat races and exhibitions and a cruise terminal, in various combinations. These illustrate the nature of possible mixed use opportunities along the South Beach Waterfront.

160 After the first sentence in the fourth paragraph add: The ballpark will generate increased demand for commercial uses, and stimulate development along the waterfront as called for in this Plan.

161 Page 124 In the third sentence after "China Basin Channel, add the waterfront promenade and scenic overlooks planned as part of the ballpark at Pier 46B. Replace the fifth sentence with: In addition, Piers 34 and 36 should be removed to create a site for a new "Brannan Street Wharf" open space.

162 Page 126A Separate Pier 24 and Pier 24½; reduce Pier 24 Acceptable Uses to Open Space and Public Access; reduce Pier 24½ Acceptable Uses to Water Taxis, Public Access, Assembly and Entertainment, Museums and Retail.

163 Separate Pier 30-32 and Pier 34; no change to Pier 30-32 uses; reduce Pier 34 Acceptable Uses to Open Space and Public Access.

164 Replace the "Seawall Lot 337" and "Portions of Seawall Lots 338/339" footnote (\*\*) with the following new footnote, which is also added to "Facility 2012": These sites were included in the City's 1991 Mission Bay Plan and Development Agreement. The City and developer have been reevaluating the Plan, in the

process of creating redevelopment plans for the area, and the developer has terminated the Development Agreement. New plans are being developed for Mission Bay north and south of China Basin Channel which will include housing, retail, commercial, industrial, hotel, open space, and the new UCSF research campus. The Port will reevaluate long term land uses for these sites and amend this Plan as more information becomes available.

165 Page 127A Revise “China Basin Opportunity Area” and “South Beach Park” shading to reflect the planned ballpark site.

166 Indicate on the Map and in the Map Notes that Piers 24, 34 and 36 will be removed.

167 Revise Note 2 to read: Port seawall lots between Mission Rock St. and Mariposa St. were to be transferred to Catellus Development Corporation pursuant to the Mission Bay Plan, and this transfer is going forward while new Mission Bay planning is underway. These ‘transfer’ parcels are excluded from the Waterfront Plan Project Area Boundary. Change the “Waterfront Plan Project Area Boundary” between Mission Rock and Mariposa Streets to fall along the west side of Terry A. Francois Boulevard.

168 Page 130 In the first paragraph, replace the last two sentences with Remove Pier 24, which is currently condemned, to open sweeping views of the Bay and Downtown from new development on Piers 26 and 28, and provide more open water and broader Bay views along the Promenade.

169 In the first sentence of the second paragraph, delete “if a current proposal to build a sports arena two blocks inland at Rincon Hill is realized” and replace with once the planned ballpark at China Basin is completed.

170 Page 131 First bullet, delete “and a part of Pier 24 (if feasible).”

171 In the second bullet, remove “all or part of” and add at the end of the first sentence: and maximize the views from new development and public access areas at Piers 26 and 28, as further discussed in the Waterfront Design & Access Element. Delete the last sentence.

172 Replace the third bullet with: Retain and reuse the historic Pier 26 and 28 bulkhead facades, as specified in the Waterfront Design & Access Element.

173 Page 132 Add Pier 36 to the first line.

174 Fourth line, replace sentence with In contrast, adjacent Pier 34 is condemned and



should be removed, and Pier 36 is in extremely poor condition also warranting removal.

175

Add a new third paragraph Piers 34 and 36 should be removed in order to create a major Brannan Street Wharf open space. This will provide a major park on the water opposite the South Beach neighborhood, and celebrate open water and broad Bay views along the Embarcadero Promenade. The open water will maximize the view potential for new development and public access areas at Pier 38. Less than a quarter mile from the proposed ballpark and midway along South Beach's waterfront edge, the Brannan Street Wharf is expected to become a major focus for residents and for visitors to the ballpark and other new mixed use projects in this area.

176

In the first bullet after "region" add: and which will complement and leverage the anticipated visitor activity the ballpark will bring to the waterfront

177

Replace the last bullet with: As discussed in the Waterfront Design & Access Element, demolish Piers 34 and 36 to create a Brannan Street Wharf open space, integrated with the Embarcadero Promenade and the public access and shoreline improvements for new development on Piers 30-32 and 38.

178

Page 133

In the first line, delete the reference to Pier 36.

179

Delete the last sentence in the first paragraph.

180

Add at the end of the second paragraph: This Waterfront Plan identifies uses for Pier 40 such as ferry and excursion boats, maritime offices, maritime support services, temporary and ceremonial berthing, water taxis, a museum, retail, warehousing/storage as an interim use, and parking as an accessory use.

181

Replace last two paragraphs with: Pier 38 can be redeveloped to complement Pier 40 and the South Beach Harbor. Pier 38 can accommodate the overflow demand for water-related activities, such as excursion boat operations which need better facilities. Other possibilities include a center for maritime support services, boat dry storage, additional docking for short-term visiting boaters. A restaurant could serve these uses as well as the large number of visitors to the waterfront expected from the planned China Basin ballpark. In the meantime, the Redevelopment Agency has renovated a part of the Pier 38 bulkhead structure for cafe use.

182

Page 134

At the end of the first bullet, add: consistent with the public trust and BCDC requirements.

183

Delete the third bullet.

184

In the fifth bullet, delete the reference to Pier 36.

185

Delete the third paragraph. In the first sentence of the fourth paragraph, delete the remainder of the sentence after “complex and the”, and replace it with Mission Bay Area.

186

Page 135

Delete all four paragraphs and replace with the following: In March 1996, the voters of San Francisco approved Proposition B which changed City law so that an open air ballpark with up to 45,000 seats could be built at China Basin, with associated parking and various uses accessory to or related to the ballpark and assembly and entertainment uses, including sports clubs, restaurants and retail shops. The ballot proposition created the Northeast China Basin Special Use District and changed the height limit from 40 feet to 150 feet, excluding light standards for the purpose of lighting the ballpark. Construction of the ballpark will require other approvals by City and State agencies.

The new ballpark should attract an estimated three million baseball fans to the waterfront each season, many of whom will travel by foot, bicycle, transit and car along The Embarcadero and its waterfront Promenade (“Herb Caen Way”). Others will travel along the Mission Bay waterfront via Terry Francois Blvd. Still others will take ferries across the waters of the Bay.

The ballpark will create a unique opportunity to attract these visitors to activities on Port piers and seawall lots and will prolong their enjoyment of the waterfront before and after ball games and other events. Rincon Park, South Beach Park, the Brannan Street Wharf and parks south of the Channel will be enlivened as visitors discover these existing and planned public places. The water-oriented, mixed-use developments planned for the Ferry Building area, Piers 26-28, 30-32, 38 and 40, as well as adjacent seawall lots, will be designed and programmed to take advantage of ballpark visitor activity. New public and ballpark-related media exposure will aid the public’s growing recognition of the waterfront. Increased demand for land uses to serve new visitors will accelerate the time frame for implementing the new development, open spaces and public access envisioned in the Waterfront Plan.

187

Page 136

Delete the first, sixth and eighth (last) bullets. In the fifth bullet, replace “where feasible” with As discussed further in the Waterfront Design & Access Element.

188

Page 137

Replace the first bullet with the following: A ballpark may be an acceptable land use option for Pier 46B, Seawall Lots 335 and 336, and Assessor’s Block 3794 (if acquired by the Port) if the Port Commission determines that the project (1) is in the best interest of the Port; (2) includes site design, public access improvements and



architectural treatments which are oriented to the Bay; (3) includes a comprehensive transportation management plan that includes, but is not limited to, measures to encourage the use of transit by ballpark patrons and employees, to be implemented by a specially-formed ballpark transportation coordinating committee comprised of representatives from the project sponsor, the City and the Port, transit providers and the community; (4) includes opportunities for the efficient use of existing parking resources and does not locate any permanent parking areas on piers; and (5) provides a compensation package acceptable to the Port for this use of its property. The ballpark use would also require the approval of the BCDC and the California State Lands Commission.

189 Add a third bullet for Piers 48, 50 and 54: Allow a cafe or restaurant as an interim use in portions of the bulkhead building closest to the planned ballpark to encourage people attending a ball game or other event to extend their visit to the waterfront.

190 Page 138

In the first bullet, replace the word "Repair" with Replace and enhance.

191 Under the heading "Development Standards for Other Existing or New Open Spaces and Public Access", add China Basin and the following bullet: As discussed further in the Waterfront Design & Access Element, provide a linear waterfront open space offering superb Bay views along China Basin's south shore for residents and workers of South Beach and Mission Bay and visitors to the planned ballpark.

192 Add a new bullet for Mission Bay under the heading of "Development Standards for Other Existing or New Open Spaces and Public Access: In 199\_, Catellus Development Corporation modified its Mission Bay Project Area boundary to exclude Port Seawall Lot 337 which was designated as open space in the San Francisco General Plan and the City Zoning Map. In light of this development, further Port planning for long-term uses of Seawall Lot 337 should be coordinated with ongoing Mission Bay planning.

## **Southern Waterfront**

193 Page 140 In the ninth bolded line, replace "many" with some.

194 Page 141 Dates will be provided to replace the words "recently" and "recent" in the first paragraph.

195 Page 143 In the first full paragraph, delete the first two sentences and replace them with the following: The BCDC/MTC regional Seaport Plan allows greater flexibility in interim uses by allowing longer lease terms for amortizing improvements which ultimately can be used by cargo-related or port-priority uses.

- (196) In the third sentence, replace “for Maritime Expansion Areas would” with particularly in Maritime Expansion Areas will....
- (197) Delete the fourth sentence.
- (198) In the fourth full paragraph, delete the first two sentences. Change the beginning of the next sentence to read The amended BCDC/MTC Seaport Plan identifies four sites in the Southern Waterfront that are surplus....
- (199) Page 144 In the second paragraph, first sentence, delete “open space and residential.”
- (200) Page 145 The reference to Service Engineering Company will be removed from the second paragraph because that company no longer operates at Pier 50. At the end of the second paragraph, delete “and Service Engineering Company (SECO), which operates out of Pier 50 are” and replace with is.
- (201) Replace the first sentence of the third paragraph with the following new sentence: San Francisco Drydock recently released 18 acres which were no longer needed for ship repair operations from its lease with the Port.
- (202) Page 146 Under “Warm Water Cove”, replace the second and third sentences with “The Seaport Plan amendments deleted policies calling for potential expansion of Pier 80 container cargo operations, which would have required major site acquisitions and the filling of Warm Water Cove. This amendment permits the Port to reinvest in long term improvements to attract people to and facilitate caretaking of the property.
- (203) Page 151A Revise the Map to show additional public access improvements along Islais Creek.
- (204) Page 155 In the first sentence, replace “pursuant to the Mission Bay Specific Plan” with in Mission Bay.

## Chapter 5: Implementation of the Plan

- (205) Page 161 Replace all the unbolded text on the page with the following:
- The legislative process began in 1990 when San Francisco voters adopted Proposition H, calling for preparation of a land use plan for a portion of the Port’s property. Now that the Port Commission has adopted the Plan, it can seek approval of (1) conforming amendments to the City’s General Plan and City Planning Code for review and action by the Planning Commission and Board of Supervisors; and (2) conforming amendments to the Bay Conservation and



Development Commission's plans and policies, consistent with the Concept Agreement discussed in this Chapter, for review and action by BCDC.

The site-specific development process for new development projects within BCDC jurisdiction can begin in earnest upon completion of the legislative process. In the meantime, economic revitalization on seawall lots, or maritime projects on Port land not subject to the Proposition H moratorium, should begin as soon as possible.

The legislative process and the site-specific development process necessary to fully implement the Waterfront Land Use Plan are discussed more fully below:

In the first line of the second paragraph, replace "has been prepared to meet" with meets.

In the fourth and fifth line of the second paragraph, delete ", as illustrated in "Land Uses Permitted Under Existing Waterfront Regulations."

In the paragraph numbered 1 (and elsewhere throughout the Plan) replace "Master Plan" with General Plan.

Delete the fourth and fifth paragraphs and insert the following text:

#### **Amendments to the San Francisco General Plan**

As described in the introduction to Chapter 3, the San Francisco General Plan is the City's official land use policy document adopted by the San Francisco Planning Commission and approved by the Board of Supervisors. In coordination with Planning Department staff, the following elements and area plans have been reviewed and amendments have been proposed for review and consideration by the Planning Commission to establish consistent land use policies between the Waterfront Plan and the General Plan: Commerce & Industry, Recreation & Open Space, Northeastern Waterfront, and Central Waterfront.

Many of the proposed amendments are informational updates which reflect land use trends or changes that have occurred or are underway (e.g. the conversion of the Golden Gateway and South Beach areas to urban mixed-use residential and commercial neighborhoods; removal of the Embarcadero Freeway; current trends in the cargo shipping industry). Other proposed amendments would allow uses on Port property, consistent with the acceptable uses identified in the Waterfront Plan (e.g. commercial recreation and public assembly activities on Northeastern Waterfront piers; revenue-generating commercial and industrial uses to finance the preservation of three Union Iron Works buildings at Pier 70). Additional General

Plan amendments will be proposed to address open space, public access and urban design improvements included in the Waterfront Design & Access Element of the Waterfront Plan. The proposed General Plan amendments are expected to be considered for Planning Commission adoption in late summer 1997 and subsequently approved by the Board of Supervisors.

### **Amendments to the San Francisco City Planning Code and Zoning Map**

The Port staff will be reviewing San Francisco Planning Code procedures and amendments and BCDC permit processing procedures with the Planning Department and BCDC staffs, with the goals of streamlining and improving the development review process.

As described in the introduction to Chapter 3, the Planning Code includes a Northern Waterfront Special Use District, made up of three subdistricts, two of the subdistricts, Special Use Districts #1 and #3, include Port property. The boundaries of Northern Waterfront Special Use District #1 (NWSUD #1), which currently include the Port's piers between the Hyde Street Pier and Pier 26, are proposed to be extended to include Piers 26, 28, 30-32, 34, 36, 38 and 40. Within NWSUD #1, provisions are proposed to allow the acceptable uses identified in the Waterfront Land Use Plan either as conditional or principal uses, depending on the underlying zoning use district. In addition, the proposed revisions include the establishment of a waterfront design review process by the Planning Commission and Department staff for non-maritime projects.

The Waterfront design review process would be structured to include participation by the Planning Department, Port and BCDC in the early, conceptual design stage of proposed projects. The interagency design review process would review the architectural and urban design of new non-maritime developments involving new construction and visible exterior alterations. Criteria for Planning approval should be modified to require consistency with the Waterfront Land Use Plan and its Waterfront Design & Access Element. Based on this review, recommendations would be made to the Directors of the Port, Planning Department and BCDC, to be carried forward in their recommendations to the Port, Planning and BCDC Commissions, respectively.

Northern Waterfront Special Use District #3 (NWSUD #3) includes Port seawall lots and adjacent privately owned property north of Broadway, and requires conditional use authorization for projects on sites of three acres or more in size. The proposed amendments would extend the boundaries of Special Use District #3 to include Port seawall lots south of Broadway to King Street.



The proposed Planning Code amendments will be submitted, along with the proposed General Plan amendments described above, for consideration for approval by the Planning Commission in late summer 1997, and subsequently adopted by the Board of Supervisors.

### Amendments to BCDC Plans

In 1996, the Port and BCDC entered into an agreement which identified BCDC policies and regulatory issues that have been the subject of intensive review and discussion. (footnote title, date of agreement) At the invitation of the Port and BCDC staff, Save San Francisco Bay Association joined these discussions, which resulted in the signing of a Draft Concept Agreement ("Concept Agreement") by the three parties in December 1996. The Concept Agreement, included as Appendix E will enable implementation of the Waterfront Plan consistent with the McAteer-Petris Act.

The Concept Agreement serves as the basis for amendments to the BCDC Bay Plan, San Francisco Special Area Plan, and San Francisco Total Design Plan (Piers 7 to 24). To develop consistent policies, Planning Commission staff are also participating in discussions of some of the Draft Concept Agreement provisions that affect General Plan policies or important Planning Commission concerns. The Concept Agreement provisions are guided by the goals listed below, each of which is accompanied by a summary of how the goal is implemented in this Waterfront Plan, or could be achieved through amendment of other City or BCDC laws, regulations, or planning documents. The Port, BCDC and Save the Bay have continued discussions to develop further details of the Concept Agreement for inclusion in the BCDC plan amendments.

- Create the Waterfront Design & Access Element of the Waterfront Plan consistent with the Concept Agreement including but not limited to the location of significant views and vistas, location of open water, new public access concepts, new public plazas and overall design. The Waterfront Design & Access Element (Design & Access Element) of this Plan includes policies, qualitative standards and site-specific design criteria which address each of these design elements.
- Remove piers to create more open water. The Design & Access Element includes policies for the removal of Piers 24, 34, 36, and up to an additional 210,000 sq. ft. of pier area between Piers 9 and 35, including at least one pier in the Pier 15-29 Special Planning Study Area.
- Create new public plazas on the waterfront. The Design & Access Element

identifies a number of future public plazas and parks to be developed on Port property, including a Brannan Street Wharf in the South Beach area, a Northeast Wharf to be located on a site within the Pier 15-29 Special Planning Study Area, and a plaza on Seawall lots 300 and 301 in Fisherman's Wharf.

- *Improve the design, location, and amount of public access on piers.* The Design & Access Element includes standards which require new developments on piers to dedicate at least 25% of the pier area to public access. Additional policies, standards and site-specific design criteria identify locations and provide design direction for developing public access improvements, which will be applied to specific projects through the joint City/Port/BCDC design review process. In addition, shorter-term interim uses within existing Port facilities which generate a *substantial increase* in the need for public access will continue to provide maximum feasible public access. Further discussions with BCDC and Save the Bay are underway to define the interim use projects that will be subject to this requirement. Those discussions will include how the Port's commitments under the Concept Agreement to produce new public open spaces and remove piers can satisfy the public access requirement for smaller, interim use projects which create little or no need for new public access.
- *Develop new rules for replacement fill and pier reconstruction or reconfiguration.* As discussed in the introduction to Chapter 3, BCDC's current "Replacement Fill policy" for pile-supported piers, contained in the Bay Plan, would be replaced with policy that clearly defines BCDC's use authority on piers based on pier condition and whether structural changes or reconfiguration of piers are proposed. /1/

All piers lying north of Pier 70 have been identified as either Category 1 piers in excellent or good condition, or Category 2 piers in fair or poor condition. Upon adoption as part of the Bay Plan and Special Area Plan amendments pursuant to the Concept Agreement, Category 1 piers will be treated for permit purposes as lying within the BCDC shoreline jurisdiction; Category 2 piers will fall within BCDC Bay jurisdiction, with specified provisions to allow the Port to conduct basic maintenance and repairs without invoking BCDC's water-oriented use restriction. The public access and open water provisions currently embodied in the Replacement Fill policy will be replaced with the above-described commitments to create new open spaces, remove piers and provide on-site public access guarantees according to the Design & Access Element.

In addition, the Concept Agreement calls for pier perimeter boundaries and



pier area limits for specified sites in the Design & Access Element. These boundaries and areas are under discussion and will be incorporated (as proposed or amended per further discussions) into the Special Area Plan. Together with other Concept Agreement provisions, pre-defined pier reconfiguration parameters will increase certainty in the development process and help the Port to formulate approvable projects.

- *Develop new rules governing land uses on existing piers.* As described above, acceptable uses on existing piers will be clearly defined by identifying which piers fall within the BCDC Bay and shoreline jurisdictions, based on their physical condition.
- *Develop means to protect historic resources on the waterfront.* The Design & Access Element includes Port-wide policies to preserve historic resources, as well as specific policies and design criteria to direct the Port's historic preservation efforts in two areas: Fisherman's Wharf to China Basin, and Pier 70. Any resources (e.g. bulkhead buildings) which are listed on The National Register of Historic Places and are within BCDC's Bay jurisdiction would be eligible for an exemption from BCDC's "water-oriented" use requirement to assist efforts to preserve historic resources.
- *Expedite permit processing including the creation of a joint Port/BCDC/City design review process to help streamline permit processing for new projects on the waterfront.* As discussed above under the proposed Amendments to the San Francisco Planning Code and Zoning Map, the Port will work with Planning and BCDC staff to develop an integrated project review process which incorporates BCDC review in the early, conceptual design stages of project development.

The proposed amendments to BCDC plans are anticipated to be submitted for adoption in late 1997. BCDC also will seek endorsement of the San Francisco Special Area Plan by the Port and Planning Commissions, to ensure consistency with the Waterfront Plan and San Francisco General Plan.

Footnote:

/1/ The "replacement pier" policies were adopted by BCDC after the *McAteer-Petris Act*, specifically to address replacement uses for the Port of San Francisco's finger piers. The *Bay Plan* provides that if the piers deteriorate or become technologically obsolete for commercial shipping or other maritime purposes, then they can be removed and replaced with "replacement fill" subject to the following limitations:

- 1 The replacement fill would cover an area smaller than the area of the pier being

- removed; and
- 2 Only up to 50% of the area of the pier being removed could be used for Bay-oriented commercial recreation or Bay-oriented public assembly, defined as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (Bay Plan, p. 37.) The remainder of the replacement fill, if any, would have to be devoted to public recreation, open space or public access.

Nearly 15 years after the replacement pier policy was adopted, the Attorney General's Office was asked for an informal opinion regarding the Commission's jurisdiction over pier development that would require substantial repairs to the pier, but not complete reconstruction. In 1986, an informal opinion was issued which concluded that proposed development involving more than routine repairs to the pier or substructure would require case-by-case review. If BCDC determined that the work "tends toward creation of what is essentially a 'new' structure, . . . one that is significantly different from what existed prior to the work in terms of its utility or life expectancy or the time period that will be necessary to amortize its overall cost," then BCDC's Bay jurisdiction would be triggered, and the uses supported by the pier would have to be "water-oriented" uses. (Attorney General's Informal Opinion, dated October 8, 1986).

- (210) Page 163 Delete Table
- (211) Page 164-171 Delete all text up to the heading "Site Specific Development Process for Plan Implementation." Replace the paragraph which follows the heading with the following: Implementation of the Plan requires legislative action to incorporate the Plan's policies and objectives into the existing regulatory framework. This will be accomplished through the legislative amendments described above on page \_\_\_\_\_. A more efficient site-specific development process for major projects also is necessary to ensure that new land uses and improvements are consistent with local, regional and state waterfront regulations.
- (212) Page 171-172 Delete the subheading entitled "Plan Implementation Objectives" and the corresponding text up through the fourth paragraph on page 172. Retain the Flow Chart (page 173A). Add the following new text before item 1: The Waterfront Plan Implementation Process Flow Chart outlines the Port's approach to improving the site-specific development process. As described below, the steps in this implementation process include early consultation with applicable agencies and the community to formulate acceptable conceptual projects prior to developer selection.
- (213) Page 173A The Waterfront Plan Implementation Flow Chart should be revised to indicate that project feasibility issues, including urban design guidelines applicable to the site and vicinity as outlined in the Design & Access Element, will be considered during



the second stage of the process.

- 214 Page 175 Revise implementation measure (3) to state: Urban design policies and design guidelines set forth in the Design & Access Element will be considered in identifying development concepts and reflected in the specifications included in the request for proposals.

- 215 At the end of the page, insert the following new text: Because Port Commission actions to approve specific development projects will, to varying extents, continue to be subject to review by the State Lands Commission, Planning Commission and/or BCDC, the process of determining acceptable land uses will continue to involve a systematic review of the respective regulations given the specific uses and lease terms proposed in the project and the site location. Prior to issuing Requests for Proposals for new projects, or approving leases of existing facilities, the Port must continue to conduct this review of land use regulations, with input as necessary from the appropriate regulatory agencies. The attached Figures B, C & D provide an overview of this regulatory review process.

- 217 Page 176-178 Delete text up to the section on page 178 entitled “Future Review of the Plan.”

- 218 Page 180-181 Delete the text except for the section on “The Need for a Flexible Plan” (page 181). In that section, in the second line of the last paragraph, delete “City” so that the text reads “Planning Commission”.

## 219 **Appendix A: Waterfront Dependent Activities**

Factual updates will be made to this appendix prior to final printing to reflect changes in maritime business. There are no policy changes proposed here.

## 220 **Appendix B: Proposition H**

Update to reflect the exemption from Proposition H for the Ferry Building and Pier 52.

## **Appendix C: Glossary**

- 221 Page 199 Change “Bulkhead Buildings” to Connector Buildings.
- 222 Page 200 In the “Hotel” definition, add historic ships before the word “etc.”
- 223 Page 201 Change “Pierhead Buildings” to Bulkhead Buildings.

## **Acknowledgments**

224

Page 205

Update the list of members of the Board of Supervisors and Port Commission.









# **Port of San Francisco**

## **Waterfront Land Use Plan**

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Republished, April 1996

**Draft for Public Review and Comment**



# Port of San Francisco

## Draft Waterfront Land Use Plan



### **For Public Review and Comment**

This Draft Waterfront Land Use Plan ("Draft Plan") is the product of an over 4 year public planning process to determine the future of the Port of San Francisco. The land use policies proposed in the Draft Plan were developed primarily by the Waterfront Plan Advisory Board (Advisory Board), a body created by the San Francisco Port Commission to recommend a land use plan for Port Commission consideration and adoption.

The Port Commission formally received the Draft Plan from the Advisory Board in mid-1994. The Port Commission then held public hearings on the Draft Plan, including proposed Port revisions, in late 1994 and early 1995, after which it authorized the Port staff to proceed with environmental review of the Draft Plan.

Preparation of an Environmental Impact Report (EIR) is underway for the Draft Plan, and is a prerequisite to Port Commission adoption of a final waterfront land use plan. While the EIR is being prepared and reviewed, various legislative amendments to planning documents of the San Francisco Planning Commission and the San Francisco Bay Conservation and Development Commission which are necessary to implement the Draft Plan will be drafted and presented for public review and comment.

If you have any comments or questions regarding the Draft Waterfront Land Use Plan, or the ongoing planning process for this project, or if you would like additional copies of the Draft Plan, please call the **Waterfront Plan Hotline at (415) 274-0354.**



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# Prologue



*The Northeast Waterfront*

San Franciscans are justifiably proud of their City, not only for its natural beauty, but also because of the tremendous civic endowments bestowed by prior generations. Through the forethought of our ancestors, we enjoy the splendor of Golden Gate Park, the grand design and monumental architecture of the Civic Center, the expansive views from Coit Tower, and the diversity of our neighborhoods. Living in the midst of these many gifts has inspired each successive generation to make contributions to the civic good. For the most part, however, past generations have turned their backs to the waterfront, not out of a lack of appreciation, but because it functioned almost singularly as a place of industry. Although the grand arches of the pierhead buildings are meritorious contributions to our architectural heritage, they were built, in part, to obscure the gritty reality of work on the waterfront. The Ferry Building alone stands out as a major civic improvement on the waterfront, constructed as a gateway to usher visitors in and out of the City.

San Franciscans now have the opportunity to look anew at their waterfront. Sweeping changes in the technology of transportation and commerce have opened the water's edge to new possibilities.

We all cherish the memories of the Bay alive with the sights and sounds of waterborne commerce—ships vying for a berth at the piers, cargoes piled high on their decks awaiting the able hands of longshoremen, and workers and sailors plying their trades up and down The Embarcadero. Most of these activities can still be seen along the waterfront, although modern efficiencies have reordered the way they occur. One container ship carries the load of numerous clipper ships; one crane does the work of countless longshoremen. Bridges and freeways have replaced ferries and barges in conveying people and goods throughout the region. These trends not only affect San Francisco, they also have led to waterfront evolutions in cities like New York, Boston, Seattle, Baltimore and Portland. Instead of lamenting the changes brought about by these innovations, San Francisco tradition dictates that we seize this opportunity to re-create a waterfront which will instill pride in future generations.

Development of this Waterfront Land Use Plan ~~comes~~ at a propitious moment in history. Through citizen activism, San Francisco's waterfront has survived the days when "bigger is better" was the catch phrase of new development, and the Bay was viewed as an obstacle to construction. Today, the importance of citizen participation, environmental protection, historic preservation, and design review is well established, providing the critical foundation for a sensitive and successful waterfront revitalization.

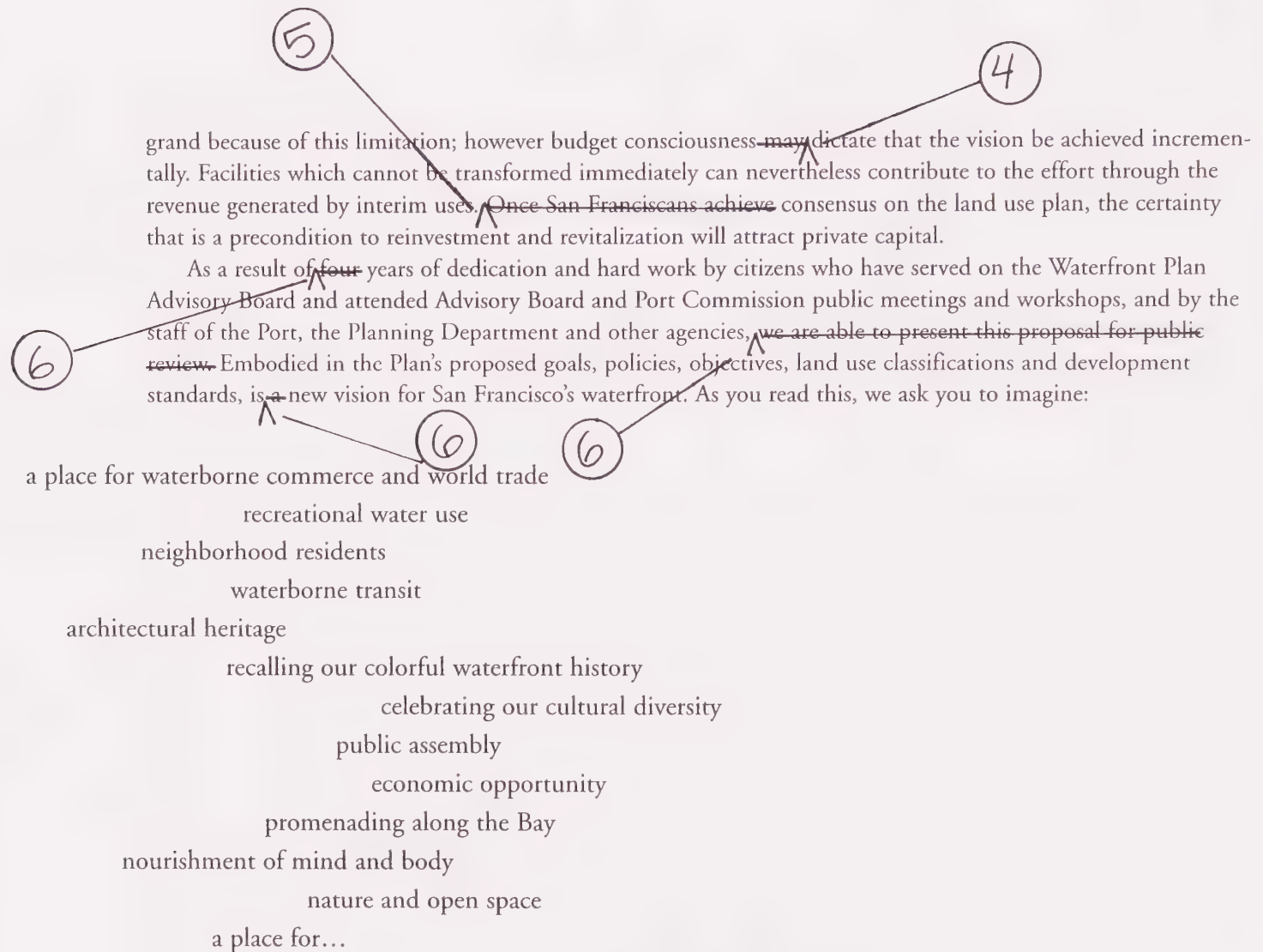
This effort, perhaps unlike others before it, will also be aided by a new pragmatism in civic improvement efforts, brought on by the recognition that our financial resources must be as carefully managed as our natural resources. Gone are the days of federal and state grant programs flush with funds for public improvements such as grand parks and open spaces. Local voters no longer can support additional taxes for every worthy cause.

The Port of San Francisco is an unsubsidized, self-sufficient operation and so, if the transformation of the waterfront is to be realized, the Plan must be implementable in the same way. The visions for a new waterfront ~~should be~~

2

3





If we can imagine these places, then we can achieve this vision together, and create a waterfront for all San Franciscans to enjoy and proudly call their own.





# How to Use this Plan

7

The Port of San Francisco Waterfront Land Use Plan is your guide to the future of San Francisco's 7½ mile waterfront—generally from Fisherman's Wharf to India Basin—which is under the jurisdiction of the Port of San Francisco. No matter your interest—as concerned citizen, neighbor, waterfront developer, urban planning enthusiast, sailor, maritime operator, or potential Port tenant—this document will help chart your course to a better understanding of the Port and its future. We don't expect that every reader of this Plan will have the time to read it from cover to cover. So, we have provided this guide to direct you to the parts of the Plan which best address your interests. If you need more guidance, Port staff will be happy to help. Just call the Waterfront Plan Hotline at (415) 274-0354.

The Waterfront Land Use Plan will guide you in five primary ways.

In **CHAPTER 1, INTRODUCTION TO THE PORT**, you will find:

- A general overview of the Port's history, responsibilities, land use transitions and financial status.
- A brief summary of the planning process which culminated in the Waterfront Land Use Plan.

In **CHAPTER 2, GOALS OF THE PLAN**, you will find:

- Seven plan goals for achieving a balance of waterfront activities so the Port can attain the overall Plan goal of reuniting the City with its waterfront.

In **CHAPTER 3, GENERAL LAND USE POLICIES**, you will find:

- A description of the **acceptable and unacceptable land uses** for Port property.
- Accompanying **Port-wide land use maps** which show, in a general way, where the uses exist today, and where they could be developed in the future.
- **General land use policies** which apply to the acceptable land uses, wherever they currently or ultimately may occur along the waterfront.

In **CHAPTER 4, SUBAREA PLANS**, you will find:

- An introduction to new "**Waterfront Mixed Use Opportunity Areas**", because the Plan strongly encourages that, where feasible, new development on piers should include a mix of maritime, open space and public access and commercial activities which bring day and nighttime activity to the waterfront.
- **Subarea objectives**, and supporting background information, **maps** and **acceptable land use tables** for each of five subareas of the Port.
- **Development standards** which provide guidance on the quality and character of land uses on specific sites in each subarea.

And finally, in **CHAPTER 5, IMPLEMENTATION**, you will find:

- An overview of legislative issues associated with the Plan.
- Implementation objectives and an outline for a proposed streamlined entitlement process.
- A discussion of financial issues related to Plan implementation.



# How to Use this Plan

**If you...** are wondering how best to use the Waterfront Land Use Plan,

**Then...** check this easy reference guide. As a document which will guide the use of Port lands for many years to come, there are a variety of ways the Plan may be applied. Whether you need a quick reference to the future of a particular site, or want an overview of Port intentions, just find the category that best fits your interest under "If you..." and the guide will suggest that you "turn to..." the most appropriate section.

If questions remain or you want to be a part of the Port's future, just call the Waterfront Plan Hotline at 415-274-0354.

are a <b>citizen</b> of San Francisco wondering what the future holds for the length of the waterfront...	<b>turn to...</b> the Plan Goals in <b>Chapter 2</b> , the <b>Executive Summary</b> and, for more detail, <b>Chapter 3</b> and <b>Chapter 4</b> .
want to know about the <b>Port's history</b> ...	<b>turn to...</b> <b>Chapter 1</b> , Introduction to the Port, and then to your specific subareas of interest in <b>Chapter 4</b> .
can't understand why the Port doesn't just stick to loading, unloading and repairing ships, and are concerned about the Port's <b>cargo future</b> ...	<b>turn to...</b> <b>Chapter 1</b> , Introduction to the Port, and then to the discussion and map of maritime uses in <b>Chapter 3</b> . For more information about industrial maritime uses, read about the Southern Waterfront in <b>Chapter 4</b> and, for commercial and recreational maritime uses, peruse the rest of <b>Chapter 4</b> . <b>Appendix A</b> will give you even more details about the Port's maritime industries.
<b>enjoy recreational boating</b> and have tried for years to berth in San Francisco...	<b>turn to...</b> the acceptable land use tables in <b>Chapter 4</b> to see where recreational boating and water activities are most likely to occur, and read the related text for more details.
<b>think water transportation</b> is the wave of the future and want to get in at the ground level...	<b>turn to...</b> the waterfront mixed use opportunity area map in <b>Chapter 4</b> to determine where most new activities will occur, plot your routes of interest and call 274-0510 to talk to a member of the Port's Tenant Services staff.
want to know how the Plan will help provide more <b>public access</b> to the shore...	<b>turn to...</b> the Plan goals in <b>Chapter 2</b> , the discussion and map of open spaces and public access in <b>Chapter 3</b> , and then to your specific subarea of interest in <b>Chapter 4</b> .

CONTINUED

**If you...****Then...**

sit on the board of a **cultural or educational institution** which is bursting at the seams and seeks a waterfront setting...

**turn to...**

**Chapter 2** to review how your idea fits with the Plan goals; review the policies for such uses in **Chapter 3**; and call 274-0510 to talk to a member of the Port's Tenant Services staff.

know **entertainment development** and feel that San Franciscans and Bay Area residents should have more places to enjoy the waterfront, learn and be entertained...

**turn to...**

**Chapter 3** to review the map and range of commercial uses permitted on piers and/or on seawall lots, begin a search for your best site among the mixed use opportunity areas shown in Map D in **Chapter 4**, and then check the site by site acceptable land use tables in the appropriate subareas.

remember the beauty, excitement and convenience of **open air markets** in other cities and countries and feel a public market should be available on the waterfront more than one day a week...

**turn to...**

**Chapter 4** to review specific subarea plans and acceptable land use tables which indicate numerous parcels available on a long-term basis for such retail uses. If you are considering an interim market, review the interim use policies in **Chapter 3**.

are a developer of specialized **hotels** and have been waiting for years for San Franciscans to decide if there are any more hotel sites with a waterfront view...

**turn to...**

**Chapter 3** to review commercial use policies and then to **Chapter 4** to review the seawall lots which might accommodate a hotel or inn, but remember the Plan does not allow hotels on piers. A thorough reading of the Plan, and its implementation process in **Chapter 5**, will help you understand the opportunities and constraints which such a project must address.

can think ahead ten or fifteen years and recognize that San Francisco will need some dramatic new **sites to meet, confer, celebrate and enjoy its waterfront...**

**turn to...**

the full length of the waterfront as described on Maps A, B and C in **Chapter 3** and Map D in **Chapter 4** to envision sites for assembly, exhibitions, trade and recreation linked to maritime activities, public access and open space.

## How to Use this Plan

CONTINUED

If you...	Then...
<p>want to know where the Plan allows restaurants, offices and other <b>commercial or residential uses</b> on Port property...</p>	<p><b>turn to...</b> the discussion and map of commercial and residential uses in <b>Chapter 3</b>, and then to your specific subarea of interest in <b>Chapter 4</b>.</p>
<p>like the idea of being able to stroll along the water, step inside a sheltered place for a cup of coffee and watch maritime activities, all on one <b>mixed use pier</b>...</p>	<p><b>turn to...</b> the discussion and map of “waterfront mixed use opportunity areas” in <b>Chapter 4</b>, and then to your specific subarea of interest.</p>
<p><b>live near</b> a specific area of the Port and want to know what the future may hold for the vacant pier or underutilized land where you walk or park your car...</p>	<p><b>turn to...</b> <b>Chapter 4</b> to read the subarea plan for your neighborhood.</p>
<p><b>have your eye on a piece of Port land</b> and have a dream for the future of that site...</p>	<p><b>turn to...</b> <b>Chapter 4</b> to read the subarea plan for the area where the site is located and check the acceptable land use table to see whether your desired uses are allowed; check <b>Chapter 3</b> for further policies that apply to your desired uses; and review <b>Chapter 5</b> to estimate the work and time involved to make your project happen. Call the Waterfront Plan Hotline (274-0354) to discuss how you can get involved.</p>
<p>want to <b>lease</b> land or a building from the Port on an interim or long-term basis...</p>	<p><b>turn to...</b> <b>Chapter 3</b> to get an overview of where your type of use would be welcome along the waterfront; review the interim use policies in that Chapter if you are particularly interested in interim uses; and call 274-0510 to talk to a member of the Port’s Tenant Services staff.</p>

10

11



CONTINUED

## If you...

## Then...

are an **elected or appointed official** and are being asked for information about waterfront opportunities...

turn to...

the Plan's **Table of Contents** to locate the information that interests you and/or contact Port staff via the Waterfront Plan Hotline (274-0354) to arrange a briefing.

want to know how you can ensure that new waterfront projects are **sensitively designed and constructed** and that **community input** into the planning process remains a top priority during Plan implementation...

turn to...

**Chapter 5** to review the proposed Waterfront Plan Implementation Process, and call the Waterfront Plan Hotline (274-0354) ~~for information about the Urban Design Guidelines which are being prepared for the Port.~~

care about the **waterfront's historic resources** and want to ensure that they are preserved as revitalization of the Port occurs...

turn to...

**Chapter 2** to review the Goals of the Plan, particularly "the evolving waterfront..." and call the Waterfront Plan Hotline (274-0354) ~~for information about historic preservation guidelines.~~

are a member of a **community group** which would like to be briefed on the Plan...

please call...

the Waterfront Plan Hotline (274-0354) to set up a briefing.

are unfamiliar with **Port terminology** and find some of the words in this Plan confusing or new...

turn to...

the Glossary of Terms in **Appendix C** for help.

would like any **additional information about the Plan...**

please call...

the Waterfront Plan Hotline (274-0354); we will be glad to help.





# Executive Summary

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## Introduction

**The Draft Waterfront Land Use Plan is a land use policy document governing property under the jurisdiction of the Port of San Francisco, generally from Fisherman's Wharf to India Basin. This Draft Plan is the product of an intensive, four year public planning process conducted primarily by the Waterfront Plan Advisory Board.**

The Waterfront Plan Advisory Board (Advisory Board) was created by the Port Commission to prepare and recommend a comprehensive land use plan for Port Commission review and adoption. The 27-member Advisory Board is a diverse group of individuals selected by the Mayor, Board of Supervisors and Port Commission, whose backgrounds reflect a broad range of perspectives and interests regarding the use of Port property. The Advisory Board includes citizens; maritime, labor and neighborhood representatives; Port tenants; and architects, urban planners and other interested professionals.

The Advisory Board reviewed all matters affecting the development of land use policy for the waterfront during twice-monthly public meetings. In addition, community workshops and public forums were held to maximize citizen input. Throughout this effort, the Advisory Board sought to create a balanced land use plan that would:

- Actively promote the continuation and expansion of industrial, commercial and recreational maritime activities;
- Provide new open spaces and public access, and improve existing open spaces;

- Recognize the Port's unique structure as an enterprise agency of the City that relies upon revenue-generating land uses to fund maritime activities, open spaces and public activities along the waterfront;
- Allow the Port to adapt to fluctuating economic, political and social conditions by identifying a range of acceptable land uses for Port properties;
- Encourage more efficient use of the Port's underutilized facilities by allowing a broad range of interim uses;
- Identify City and regional land use policies and regulations that should be reassessed and modified, if necessary, to implement the Plan; and
- Establish a framework for streamlining the entitlement process for new development projects.

The Port Commission formally received the Advisory Board's recommended Draft Waterfront Land Use Plan in July 1994. The Port Commission held public hearings on the Draft Plan, including proposed Port revisions, in November and December 1994 and January 1995, after which the Commission authorized Port staff to proceed with environmental review of this Draft Plan.



## CHAPTER 1

### Introduction to the Port

Most of the Port's property consists of former public tidelands, which are held in "public trust" for all the people of California. As trustee of the property since 1969, the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.

The Port currently oversees a broad range of commercial, maritime and public activities on this public trust property. The piers north of China Basin were originally built in the early 1900s to support break-bulk cargo shipping, shipbuilding and commercial fishing. Over time, the introduction of container shipping and other changes in the cargo shipping industry, and the reduction in U.S. shipbuilding and repair operations, led to a dramatic decline in industrial maritime activities north of China Basin. Today, these industrial maritime operations are concentrated in the southern waterfront, while passenger cruise ships, excursion boats, passenger ferries, recreational boating and other commercial maritime uses dominate the northern waterfront. Although these "people-oriented" commercial maritime uses are growing, the Port has not had sufficient financial resources to upgrade the often deteriorating piers where they are located.

The unique financial and regulatory framework within which the Port operates has hampered its ability to fulfill its public trust responsibilities and maintain its aging facilities. Unlike other local agencies, the Port receives no financial support from the City, and relies almost solely on Port revenues to fund maritime, public access and open space improvements, maintain the piers and other property, and meet its administrative expenses. Over time, increases in maintenance costs alone have out paced growth in revenues. Increasingly restrictive land use regulations have contributed to the Port's financial difficulties by limiting opportunities for generating new revenues. <sup>15</sup> In addition, economic, geographic and demographic trends have severely limited San Francisco's ability to compete with the Port of Oakland and other west coast ports for intermodal cargo shipping business. (See Chapter 1 and Appendix A for further discussion.)

In spite of these recent setbacks, many exciting changes are underway that promise new opportunities for public enjoyment of the waterfront. The Draft Plan seeks to build upon these changes. For example, the Port has refocused its cargo strategy for those cargoes that can best be accommodated at San Francisco's unique facilities. In addition, the demolition of the Embarcadero Freeway and ongoing construction of the Waterfront Transportation Projects are opening the door to further revitalization of the edge of this great City. The visions embodied in the Draft Waterfront Land Use Plan provide a place on the waterfront for almost everything San Franciscan's desire. Through the Waterfront Plan, San Franciscans will provide a blueprint for waterfront revitalization that will be a credit to The City for years to come.

(Please refer to Appendix C: Glossary of Terms for help understanding Port or land use terms used throughout the Plan.)

## CHAPTER 2

### Goals of the Waterfront Land Use Plan

Land use policies in the Draft Plan are guided by seven goals that together will enable the Port to achieve the Waterfront Plan's overarching vision of reuniting the City with its waterfront.

**A Working Waterfront.** Port lands should continue to be reserved to meet the current and future needs of cargo shipping, fishing, passenger cruise ships, ship repair, ferries and excursion boats, recreational boating and other water-dependent activities.

**A Revitalized Port.** New investment should stimulate the revitalization of the waterfront, providing new jobs, revenues, public amenities and other benefits to the Port, the City and the State.

**A Diversity of Activities and People.** Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.



*The historic Ferry Building*

**Access Along the Waterfront.** A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

**An Evolving Waterfront, Mindful of its Past and Future.** Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

**Urban Design Worthy of the Waterfront Setting.** The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

**Economic Access that Reflects the Diversity of San Francisco.** The economic opportunities created by commercial uses should be made accessible to persons of both sexes and from a representative variety of ethnic and cultural backgrounds, so that those persons receiving these economic opportunities reflect the diversity of the City of San Francisco.

## CHAPTER 3

### General Land Use Policies

Chapter 3 of the Draft Plan defines six categories of waterfront land uses and presents general policies that apply to any site on which those activities currently exist or could be accommodated in the future. Chapter 3 also identifies unacceptable non-maritime land uses for Port property within 100 feet of the shore.

**Maritime Uses.** The Draft Plan promotes the continuation and expansion of all maritime uses at the Port, including cargo shipping, fishing, passenger cruises, ship repair, ferries and excursion boats, historic ships and recreational boating. The Plan reserves approximately two-thirds of Port property for these water-dependent activities, and promotes investment in maritime facilities through the provision of long-term leases for maritime operations and, particularly north of China Basin, linkages between new maritime development and complementary non-maritime development. Plan policies also encourage provision of visual or physical public access to maritime facilities, where feasible, to enhance the public's understanding of maritime operations.



*Cargo operations in the Southern Waterfront*

With respect to the Port's cargo shipping operations, the Plan reserves most Port property south of China Basin for cargo or maritime support operations. In addition, a few piers in the northeast waterfront are still used as cargo shipping-related facilities but are not likely to continue in these uses over the long-term because of industry trends and changing land use patterns. General policies for these northeastern "Transitional Maritime" sites encourage the continued maritime use of the facilities for as long as feasible. However, if it becomes infeasible to maintain these facilities exclusively in maritime use, the Draft Plan promotes relocating these facilities at the Port and permitting a mix of maritime, commercial, recreational and public access uses on these Transitional Maritime sites. Specific findings must be made by the Port before determining that a Transitional Maritime site is no longer viable exclusively for maritime activities.

**Open Spaces and Public Access.** The provision of varied and significant forms of public access (e.g. physical access as well as visual and other forms of non-physical access) and open spaces is a high priority of the Draft Plan. For example, the Draft Plan promotes a "PortWalk" which would maximize connections with the Bay, the pedestrian promenade along The Embarcadero and the regional Bay Trail. The Draft Plan also encourages the development of public amenities (e.g. restrooms, information kiosks, small-scale retail convenience sales) to enhance the enjoyment and use of public areas. Given the Port's limited financial resources, the Plan relies on public funding and linkages with new revenue-generating developments to achieve open space and public access goals.



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**Residential Uses.** New residential development opportunities are restricted to a few of the Port's inland properties ("seawall lots"), mainly north of China Basin, if those properties are ~~not required to support maritime activities on adjacent piers~~. General policies encourage the inclusion of ground floor retail uses in new residential developments to maintain pedestrian activity in the area, and require the scale, orientation and design of structures to be appropriate to the waterfront setting.

**Commercial Uses.** The Draft Plan permits a broad range of commercial land uses including, among others, assembly and entertainment, recreational enterprises, museums, restaurants and other retail establishments, as well as certain types of warehousing and limited office uses. In addition to these uses which are permitted on piers and Port seawall lots, general offices and hotels, among other uses, are allowed on certain Port seawall lots. Hotels and residential uses are not allowed on piers. The integration of commercial uses on piers with maritime activities (e.g. cruise ships, excursion boats, ferries, historic ships and recreational boating) and public access improvements is encouraged. This may best be accomplished in new Waterfront Mixed Use Opportunity Areas designated in the Draft Plan.

General policies for commercial uses on both seawall lots and piers encourage uses which will provide new revenues to help fund public amenities and Port operations, where feasible; reunite the City with waterside attractions; provide affirmative action to maximize economic opportunities for minority, women-owned and small businesses; promote the use of public transit and maximize the efficient use of parking facilities, particularly north of China Basin; and establish a high standard of urban and architectural design.

**Other Uses.** Other uses are allowed on a limited basis for specific sites: Academic Institutions, Transportation Services, Community Facilities, Power Plants (including co-generation facilities), and Sports Facilities. General policies for Academic Institutions, Transportation Services and Community Facilities are included in Chapter 3. Site-specific development standards that apply to the sites where Power Plants or Sports Facilities are allowed are included in Chapter 4.

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**Interim Uses.** The Draft Plan also includes land use policies for interim uses on Port property. The Port's mounting financial needs and excess of underutilized facilities, combined with the need to reserve property for long-term maritime uses, make interim uses an essential aspect of Port property management. The Draft Plan proposes general policies which allow interim uses for varying lengths of time in three different areas of the Port:

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Areas North of China Basin and Within BCDC's 100 Foot Shoreline Band. Interim uses generally are allowed for five years with a possible five year extension. Longer term interim uses will be considered only in

exceptional cases and must be thoroughly and publicly reviewed. Acceptable interim uses are those activities permitted in C-2 ("Community Business") zoning districts in the City's Planning Code, except for uses that could present a particular threat to the environment or would pose nuisances or hazards to residents in nearby residential districts.

Seawall Lots North of China Basin. Interim uses generally are allowed for five years, and for additional five year terms if the use is compatible with surrounding activities. These interim uses are intended primarily to be open air uses. General policies discourage any construction of structures except for temporary or easily removable enclosures (e.g. carnival tents, converted railcars). The allowable interim uses, and the conditions which must be met for such uses, are the same as for the Shoreline Band interim uses discussed above.

Areas South of China Basin. Interim uses generally are allowed for one to 10 years, with exceptions for 20 to 30 years, given the abundance of Port property reserved for maritime uses in this area and the current limited demand for maritime industrial activities. General policies encourage open air uses that do not require large capital improvements, and other uses, such as general warehousing, where capital improvements for interim uses ultimately could be re-used for maritime purposes. To the extent interim uses require long lease terms, the general policies require the Port to establish procedures for determining that such interim uses will not undermine the Port's future maritime business opportunities. The range of allowable interim uses are those permitted in M-1 and M-2 ("Light Industry" and "Heavy Industry") zoning districts in the City's Planning Code.

**Unacceptable Non-Maritime Land Uses.** The Draft Plan identifies the following unacceptable non-maritime long-term uses for piers and other Port property within 100 feet of the shoreline: 1) non-maritime private clubs; 2) residential; 3) non-accessory parking (e.g. public parking garages which are not required for new development) except interim parking; 4) adult entertainment; 5) non-marine animal services; 6) mortuaries; 7) heliports (except for landings for emergency or medical services); 8) oil refineries; 9) hotels; and 10) mini-storage warehouses. The Draft Plan allows sports facilities that will seat up to 22,000 along the shore. However, sports facilities that seat more than 22,000 must be approved by San Francisco voters at an election (See Chapter 3 and 4 for further discussion.)



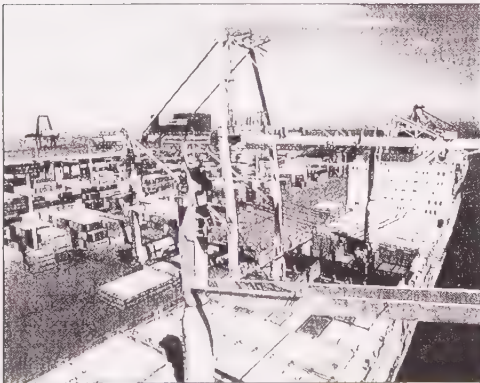
*South Beach Harbor*

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**The South Beach/China Basin Waterfront.** The South Beach/China Basin Waterfront extends from Pier 22½, just north of the Bay Bridge, to Mariposa Street, south of China Basin. Although many of the piers in this area are in deteriorated condition and cannot support the array of industrial maritime activities that once dominated the area, there are still some scattered industrial maritime-related businesses that should be continued and consolidated in an efficient manner. The maritime-orientation of this area is now characterized by recreational boating and water use facilities at South Beach Harbor (Pier 40) and south of China Basin. In addition, maritime operations will continue at Piers 48, 50 and 54. New developments will offer opportunities to expand such commercial and recreational maritime activities, and mix them with other public-oriented activities such as nighttime entertainment, family amusements, and commercial/residential uses on inland seawall lots. These new, mixed use areas will make the South Beach waterfront safer and more inviting and provide focal points for public enjoyment of the waterfront. At the same time, the introduction of new attractions must be balanced with the needs of adjacent South Beach residents.

Given the abundance of vacant piers in the area, new waterfront structures must employ high standards of design that give rise to a new architectural identity for the South Beach shoreline. In addition, new developments north of China Basin should extend the PortWalk where feasible, and provide a unifying pedestrian connection between the South Beach and Mission Bay neighborhoods.



*Cargo operations in the Southern Waterfront*

**The Southern Waterfront.** The Southern Waterfront, which extends from Mariposa Street to India Basin, is the heart of the Port's industrial maritime operations. Much of the area is undeveloped, and the Port's two container terminals at Piers 80 and 94/96 have operated at a fraction of capacity for many years. The Draft Plan encourages maximum utilization of these existing cargo terminal facilities, but also promotes interim uses of the property reserved for maritime expansion in light of the uncertain time frame for any expansion of cargo facilities in San Francisco. Although cargo shipping in the Bay Area is projected to increase fourfold by the year 2020, there are many variables that will determine where in the Bay Area that business ultimately will locate. In the meantime, to maximize the on-going productivity of Port assets, the Draft Plan permits interim uses (generally 1-10 years with exceptions for 20 or 30 years to amortize capital improvements). In addition, there are four undeveloped areas in the Southern Waterfront which are surplus to long-term maritime needs. In these areas, the Draft Plan allows the Port to consider non-maritime land uses which are compatible with maritime activities in the area to generate revenues which could support the Port's maritime operations and required capital improvements.

Other important objectives for the Southern Waterfront encourage preservation and restoration of three historic Union Iron Works Buildings to revitalize an area that survives as an example of San Francisco's early ship building and repair industry, and reservation or improvement of areas for wetland habitats and passive and active recreational use (e.g. Warm Water Cove, Islais Creek, edge of Pier 94, Pier 98, India Basin.)



## CHAPTER 5

### Implementation of the Plan

**Legislative Process and Site Specific Development Process for Plan Implementation.** The Draft Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the Port of San Francisco waterfront. Waterfront land uses are regulated by the City's Master Plan policies and other legislative controls at the local, regional and state level, and have been the subject of numerous past planning efforts. Because of these earlier efforts, there have been many positive advances in environmental quality, urban design standards, and improvements to transportation systems, public access and open space. However, increasingly restrictive legal interpretations of existing waterfront regulations, and complex entitlement processes have severely limited opportunities for economic revitalization of the waterfront. Implementation of the Draft Plan will therefore proceed on two fronts:

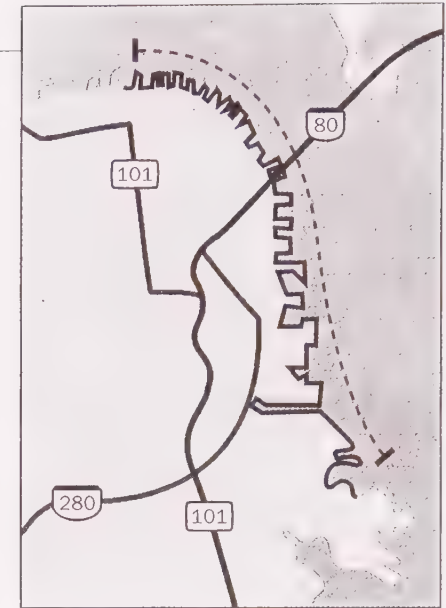
- 1 The Plan's goals, objectives and policies will be proposed for incorporation into the regulatory framework of the San Francisco Planning Commission and San Francisco Bay Conservation and Development Commission (BCDC), both of which govern waterfront land use through a legislative process. This will entail a reassessment of a number of existing policies, including those governing interim uses, replacement fill (under BCDC), and non-conforming uses.
- 2 New waterfront developments should be reviewed and approved through a streamlined development review process which includes solicitation of community input, and early regulatory review. In addition, the Draft Plan proposes revisions to the Planning Commission's conditional use permit process.

# 1

## Introduction to the Port

### The Port and Its Responsibilities

Among their many good fortunes, San Franciscans can count the fact that nearly their entire waterfront is publicly-owned. More than seven miles of prime Bay frontage, stretching from the Hyde Street Pier to India Basin, are held in trust for the public, under the management of the Port of San Francisco. Public ownership of Port property arises from the fact that most of this land was Bay tidelands, filled by the State to provide docks, wharves and backlands to facilitate commerce in San Francisco's natural harbor. These tidelands are impressed with a "public trust" on behalf of all the people of California. The Port, as trustee of these public lands, is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.



Waterfront under Port jurisdiction

Responsibility for these lands was transferred from the State to the City in 1968 through the *Burton Act*. As a condition of the transfer, the State required the City to create a Port Commission with complete authority to use, operate, manage and regulate the Port, and to take all actions necessary to fulfill its public trust responsibilities consistent with the *Burton Act*. Pursuant to the *Burton Act*, revenues generated by the Port are to be used only for Port purposes. The Port receives no operating subsidies from the City. Thus, although the Port is structured much like other City departments, it is unique in that it must further state-wide interests, and do so without monies from the City's general fund. Moreover, the Port's duties and constituents are extremely varied.

Unlike some ports which primarily manage shipping operations, the Port of San Francisco oversees a broad range of commercial, maritime and public activities that are integrated

into the local, regional, national and international economy. In some locations, such as Fisherman's Wharf, maritime activities (in this case commercial fishing) have become the background amenity for a thriving tourist economy. In other areas, the Port's finger piers are used for maritime support services such as ship repair, tug and tow operations, a Foreign Trade Zone and warehousing. At the Ferry Building, commuter and recreational ferries serve Bay Area cities. And in the southern waterfront, traditional cargo shipping takes place at the Port's container terminals. The Port oversees this myriad of activities, balancing the often competing interests of maritime and commercial tenants, public trust responsibilities to the people of the State, and responsibilities to the people of San Francisco, whose waterfront it oversees. As history can best attest, this balancing act has not been easy.

## Expansion and Consolidation of the Industrial Waterfront

From 1863 until 1968, the use and development of the Port of San Francisco was controlled by the State of California. A State Board of Harbor Commissioners (State Board), exempt from local control and backed by the vast financial resources of the State, guided the Port from infancy to its height of maritime activity during World War II. Many of the Port's piers were constructed between 1912 and 1930, when break-bulk shipping flourished and countless vessels were serviced at Port facilities. During that time, the waterfront became dominated by industry, maritime operations and railroad terminals. In post-World War II years, however, demand for the type of facilities offered in San Francisco began to decline.

Completion of the Golden Gate and Bay Bridges in the late 1930s had already led to a dramatic reduction in the once thriving ferry boat industry, making many Port facilities on the northern waterfront obsolete. Technological innovations in the shipping industry, particularly the shift from break-bulk cargo to containerized cargo, further reduced demand for Port facilities. The rise of foreign competition in shipbuilding and ship repair dealt another blow to maritime activity at the Port. With the decline in these prime industries, maritime support activities also declined.

## Evolution to Containerized Cargo

The State Board was slow to respond to the evolution from break-bulk to containerized cargo shipping. While San Francisco looked on, the Port of Oakland obtained federal grants to help convert its mud flats to modern container terminals. By 1965, the Port of Oakland's total tonnage receipts equalled that of San Francisco. In 1994, the Port of Oakland was the 5th largest port in the U.S. in terms of cargo handled; the Port of San Francisco ranked 26th.

During the past 25 years of local control, the Port of San Francisco has struggled to maintain a significant role as a shipping port. In 1969, the Port sold \$20 million in bonds to finance the first LASH (lighter aboard ship) terminal on the West Coast at Pier 96 and improvements to break-bulk piers. Unfortunately, LASH technology proved to be an ineffective competitor to containerization. Meanwhile, the investment in break-bulk piers kept some of those facilities intact, but yielded little return. As a result, the percentage of Port operating revenue devoted to debt service grew substantially, further hindering the Port's attempts to modernize. Although in 1971 the Port issued an additional \$20 million in revenue bonds to build modern container terminals at Pier 94/96, San Francisco could never regain its preeminence over Oakland. ~~Even now~~, the Port of San Francisco's facilities are utilized at only a fraction of their capacity.

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As discussed more completely in the Background Analysis for Water-Dependent Activities (Appendix A), shipping lines have dramatically reduced or ceased their shipping operations at the Port of San Francisco's two container terminals. Because container terminal operators depend heavily on economies of scale to maintain profitability, the Port has been forced to consolidate its cargo shipping operations at Pier 94/96. The Port's other container terminal at Pier 80 will remain available for future maritime operations. Nevertheless, with only a handful of shipping companies continuing to call, the Port of San Francisco's future in intermodal container shipping is uncertain, despite aggressive efforts to lure shipping lines back with highly attractive business offers.

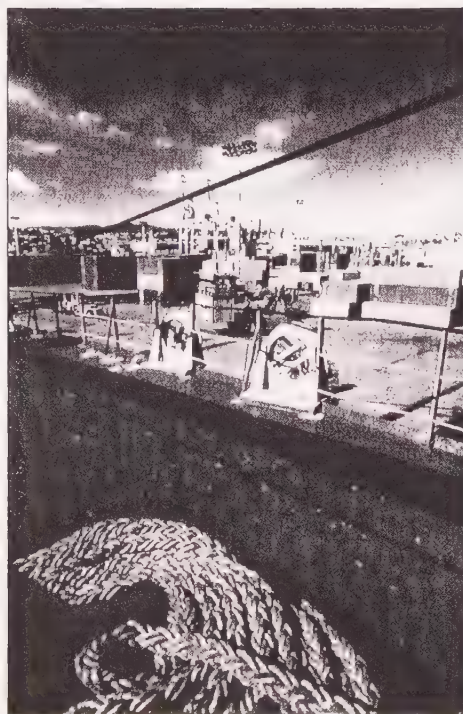
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Unfortunately, a number of factors will continue to place San Francisco at a competitive disadvantage with the Port of Oakland. First, although the Port of San Francisco is a mere 30 minutes from Oakland by truck, it is on average 2 days from Oakland by rail. In short, it is generally faster, and therefore cheaper, for carriers to pick up and deliver cargo in Oakland than in San Francisco. Second, shipping companies have expressed a strong desire to locate where two or more railroads provide connections to mid-west and eastern markets. San Francisco

is served by only one railroad. Third, although 25 years ago most cargo exports were generated from the San Francisco side of the Bay, today most are generated on the east side of the Bay, and are exported from Oakland cargo terminals. Fourth, the Bay area as a whole faces competition from other west coast ports where demographic and geographic advantages allow faster intermodal connections to important local and midwest markets. Finally, public subsidies available to the Ports of Los Angeles and Seattle have reduced costs at those ports and further eroded the market share of Bay Area ports.

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Despite these disadvantages, the final chapter of San Francisco's cargo shipping operations has yet to be written. Recent cargo forecasts predict over a four-fold increase in containerized cargo heading to and from the Bay Area between 1990 and 2020. Until recently, San Francisco might have been well-positioned to receive a significant share of this growth because regional forecasts had predicted that as Oakland facilities filled to capacity, other nearby ports would have the opportunity to capture expected "overflows" in cargo volume. However, although the Port has reserved ample property in the southern waterfront to increase its cargo operations exponentially, the federal government's recent transfer of over 400 acres of the former Oakland Navy Supply Center to the Port of Oakland for expansion of cargo operations makes San Francisco's property far less valuable for maritime expansion. The closure of other Bay Area military bases could have further negative consequences for the Port of San Francisco, should additional waterfront property become available for cargo shipping operations.



Port container terminals

These changing conditions have required the Port to develop a new strategy for the Port's cargo shipping industry. Eager to maintain its historic role in maritime trade, the Port is looking for new ways to market its cargo facilities (See Chapter 4, Southern Waterfront). For example, the Port is aggressively pursuing specialized cargoes, including breakbulk and project cargo, that do not rely heavily on intermodal ship to rail cargo transport and that can best utilize San Francisco's unique facilities. The Port also may be well positioned to take advantage of a developing trend among large cargo carriers to own or control their own marine terminals, rather than sharing a terminal with other carriers. San Francisco is the only Bay Area port with the capacity in the next five years to offer long-term preferential assignments of container facilities. In addition, other technological advances could lead to more efficient use of terminal space, allowing smaller ports like San Francisco to attract high volume carriers.

### **The Future of Ship Repair**

Along with the Port's cargo industry, the Port's ship repair industry has also suffered from industry trends outside of the Port's control. In the 1960s, ship repair businesses employed some 20,000 workers at over fifteen San Francisco ship building companies along the waterfront. In the 1980's, the rise of foreign competition fueled by government subsidies, and the concurrent decline in U.S. subsidies of American ship building operations, caused a significant decrease in the number of ships serviced in the United States. More recently, one of the few remaining markets for the domestic ship repair industry, military contracts, has significantly diminished due to budget cuts and base closures. Today, the City's two remaining full-service ship repair companies employ only 450 full time and 1,000 seasonal workers. While the Port is active in the City's efforts to revitalize this industry, it is apparent that the industry will not, in the foreseeable future, command the workforce or the land area that it did in the 1960s.

### **Waterfront Land Use in Transition**

Technological innovations and market driven trends in maritime commerce and industry have significantly affected the use of Port land and facilities, and the location of Port activities. With the advent of containerization as the primary means of transporting cargo, and the decline in the breadth of the ship repair industry, the Port's outdated break-bulk cargo, ship building and repair, and maritime support facilities have slowly been transformed to other uses. In keeping with City-wide trends, industrial maritime activities have diminished over time in the northern waterfront and are now concentrated in the southern waterfront because access to the interstate highway system is vital to the Port's competitive position in cargo shipping. The Port's cargo facilities rely heavily on truck access to and from Illinois and Third Streets, Cargo Way, I-280 and U.S. 101. The Port also is dependent on freight rail access which is available only south of China Basin.



requiring the Port to develop specific programs to address hazardous materials. New requirements for cleanup of designated toxic hot spots are currently being considered by the State Water Resources Control Board. Future costs for this program are uncertain.

It is clear from the backlog of capital and required maintenance projects that the Port has not been able to produce enough revenue to sustain its current operations. The Port has developed an aggressive new financial strategy to control expenditures while seeking ways to enhance revenues from new and existing lines of business. A realistic Waterfront Land Use Plan which helps balance revenue producing and non-revenue producing projects, resulting in greater cash flow, will help the Port enter the next century as an economically viable public agency, capable of providing San Franciscans and Californians with the waterfront they deserve.

## The Opportunity For a New Land Use Strategy

In the 25 years since the Port was transferred to local control, several land use plans for the San Francisco waterfront have been adopted by both the City and BCDC. Many of the changes called for in these plans have been accomplished or are well underway, including the demolition of the Embarcadero Freeway; removal of dilapidated piers and replacement with the Promenade between Mission and Folsom Streets; construction of the Waterfront Transportation Project improvements on The Embarcadero; construction of the Pier 7 recreation and fishing pier; renovation of the historic Roundhouse Building on the northern waterfront; and implementation of the Rincon Point-South Beach Redevelopment Plan. Notably absent from this list, however, are commercial development projects implementing plans for the economic revitalization of Port finger piers. Thus, the Port has not had access to the economic resources necessary to sustain its operations.

Twenty years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. Although many elements of the existing plans, policies, regulations and financial objectives are worthy of retention, a new approach is required to halt the continuing deterioration of Port property and to revive the debilitated state of Port finances. ~~Often, the problems with implementing plans for the economic revitalization of Port piers have not arisen from the plans themselves. Indeed, the objectives of the plans (to protect the environment and ensure that the public benefits from invaluable waterfront resources) were well founded and widely respected. Rather, the plans did not anticipate the increasingly restrictive interpretations of regulations affecting Port land use under the public trust doctrine and BCDC enabling legislation. (See also Chapter 5.)~~



*Redevelopment near the South Beach Harbor*





*Ferry leaving San Francisco*

This waterfront planning process has been designed to forge a consensus among the citizens of San Francisco and affected government agencies on the appropriate balance between maritime and non-maritime activities, public access and open spaces at the Port. The Advisory Board concluded early in the process that, in light of the Port's financial needs and the economic benefits it brings to the City and the region, the Plan should allow the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the Port's maritime industries, public access and open space and other public benefit projects. The time is right for such a crucial mission. Some may lament the consolidation of cargo shipping operations in the southern waterfront, preferring to spread the remnants of the rough and tumble waterfront of bygone years along the entire waterfront. Most, recognizing the inherent conflict between the new neighborhoods which have emerged adjacent to the shore and the industrial warehousing, trucking and rail operations upon which modern cargo operations depend, would prefer a new combination of maritime and non-maritime operations on the northern waterfront, to complement the vibrant new neighborhoods of South Beach, Rincon Hill and Golden Gateway, among others. This transition would provide new opportunities for accommodating and expanding the Port's other maritime industries, such as fishing, passenger cruises, ferry and excursion boats, recreational boating and water activities, and historic ship and ceremonial berthing, particularly along the northern waterfront. While most of these industries cannot be expected to generate sufficient revenues to cover the costs of new facilities (see Appendix A), their future contributions to San Francisco's maritime character can nonetheless be assured if they are interspersed with other revenue-generating uses on the waterfront. For example, by most accounts, the condition of the City's cruise terminal is a civic embarrassment. Many cruise passengers and officials consider the terminal drab, unattractive and uninviting. The narrow width of the pier prevents efficient ship servicing and passenger flow. Like many of the Port's maritime industries, the cruise industry cannot alone bear the costs of required capital improvements. However, if the cost of terminal improvements was balanced with a mix of other revenue-generating uses in the same project or area, San Franciscans would benefit from access to new waterfront attractions, and would take comfort in knowing that visitors would be welcomed in a facility worthy of San Francisco.

The success of this mixed-use approach to revitalizing outdated waterfronts has been proven throughout North America. One can travel to Vancouver's Granville Island, Baltimore's Inner Harbor or Portland's River Place and experience a full range of maritime and commercial activities which reunite residents with their respective waterfronts.

Current possibilities for a successful revitalization of the San Francisco waterfront have been greatly enhanced by the recent, massive infusion of government funds for waterfront transportation improvements. After more than 10 years of careful planning, a series of new Waterfront Transportation Projects (WTPs) are underway to pave the way for the revitalization of the Port. Originally, the WTPs were conceived as a single transportation

project, primarily on Port property, which assumed the continued operation of the Embarcadero Freeway. In 1989, the Loma Prieta earthquake severely damaged the Freeway, and its subsequent demolition provided an exciting new opportunity to redesign the mid-Embarcadero segment of the WTPs between Folsom and Broadway and reconnect the City with its waterfront. While this redesign effort is underway, the City is proceeding with construction of the north and south segments of the projects.

When completed, the WTPs will provide an integrated system of major roadway, pedestrian, landscaping, historic signage and public art improvements from the intersection of The Embarcadero and North Point Street on the north to the intersection of Sixth and King Streets on the south. Additional improvements include: 1) the MUNI Metro Turnback Project, providing more efficient turnaround of MUNI Metro trains via an underground tunnel which will surface on The Embarcadero near Folsom Street; 2) a MUNI Metro light rail service from the Embarcadero station to the Cal Train station and, eventually, to Mission Bay; and 3) a new MUNI historic street car line (the F-Line) running in the Embarcadero median from the Ferry Building to Fisherman's Wharf.

These improvements balance the transportation needs of the City's residents, visitors and workers with the needs of the Port's continuing maritime operations along The Embarcadero. Equally important, the resulting beautification of The Embarcadero will set the stage for a waterfront renaissance while the Port and the citizenry of San Francisco face the challenge of reshaping the edge of this great City. The visions embodied in this Waterfront Land Use Plan provide a place for most everything San Franciscans desire. With open minds, constructive criticism and cooperative spirit, San Franciscans will create a blueprint for action that will be a credit to this generation of San Franciscans for years to come.



*Transportation improvements under construction*

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## The Land Use Planning Process and Timeline

In November 1990, the San Francisco voters ~~narrowly~~ adopted Proposition H which required preparation of a comprehensive waterfront land use plan with maximum feasible public input, and provided minimum requirements for its contents. Pending completion of the plan, Proposition H also placed a moratorium on non-maritime development on the Port's piers and within 100 feet of the shoreline. (The full text of Proposition H is provided in Appendix B.)

To ensure a comprehensive planning process covering the wide diversity of Port interests, the Port Commission extended the scope of the planning area to include all Port properties and created the Waterfront Plan Advisory Board to prepare and recommend a plan for Port Commission adoption. Twenty-seven Advisory Board members were appointed based on recommendations from the Board of Supervisors and the Mayor, as well as through a general solicitation of interested citizens, maritime industry representatives, Port tenants, labor unions, neighborhood organizations, architects, urban planners and other professionals. The Board held public meetings twice monthly from mid-1991 to mid-1994.

Water-dependent activities were the focus of **Phase I** of the planning process. During an 18 month review process, the Advisory Board studied the Port's history, regulations and financial status and determined the land use needs of existing and potential water-dependent activities. Water-dependent activities, those which require access to water in order to function, include cargo shipping, ship repair, passenger cruises, ferry and excursion boats, recreational boating and water activities, historic ships, fishing, and temporary and ceremonial berthing. The land use requirements of these industries were determined after intensive, industry-by-industry evaluations and public workshops. At the conclusion of Phase I in the fall of 1992, the Advisory Board tentatively reserved approximately two-thirds of the Port's properties to meet the future needs of water-dependent activities, pending further review of those needs in the final phase of the planning process.

In **Phase II** of the planning process, the Advisory Board evaluated other activities that are not necessarily water-dependent, such as public access and open space, mixed-use commercial development, museums, residences, and warehousing. The Advisory Board held public workshops and meetings over the course of more than a year to receive input from citizens, real estate and design professionals, and experts in transportation, historic preservation, environmental restoration and other relevant disciplines on the feasibility and desirability of these new waterfront activities. Focus meetings also were held on specific sections of the waterfront to study the interrelationship of possible new waterfront activities with activities on neighboring properties. At the conclusion of this lengthy review, possible land uses were identified for the sites not previously reserved for water-dependent activities in Phase I. These possible uses were outlined in *Options for Change*, a report published for public review and the subject of public meetings from the fall of 1993 through the spring of 1994.





*A vision for Piers 30-32*

capital for reinvestment in maritime facilities and piers, public access and park improvements, and cultural and public gathering places. Private capital will be attracted to the waterfront once San Franciscans achieve consensus on the Plan, providing the certainty that is a precondition to reinvestment and revitalization. These revitalized areas will enhance and complement the exciting new neighborhoods which have emerged adjacent to the Port over the last decade. The waterfront renaissance will restore the financial strength of the Port of San Francisco, stimulate the growth of waterfront jobs and tax revenues for the City, and provide space for new and expanding businesses. New uses that yield high paying jobs for San Franciscans should be encouraged.

## A Diversity of Activities and People

*Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.*



*Festa Italiana*

San Francisco Bay has always drawn San Franciscans and visitors to its shore to work, play and relax amidst the beauty and excitement of the waterfront. The Port's 7½ miles of waterfront property stretch nearly the entire length of the City's boundary on the Bay, offering ample opportunity to accommodate a greater diversity of maritime and non-maritime activities than occurs today.

As the revitalization of the Port unfolds, the Port's water-dependent activities should be interspersed with other compatible land uses to enhance public enjoyment of the Bay, and exposure to the working waterfront. New mixed-use activity hubs should emerge along the waterfront, weaving together and reflecting San Francisco's diverse lifestyles and ethnic cultures, and the interests of mariners, employees and residents, the elderly and the young, people with special needs, recreation enthusiasts and those seeking solitude.

The Port, in its implementation of the Waterfront Land Use Plan, should encourage and foster a balance of uses and activities on the waterfront. An array of new open space, recreation, maritime and commercial activities, all of which should be accommodated at the Port, will reunite the City with its waterfront by providing new gathering places, full of life, that are safe both day and night.

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## Access Along The Waterfront

*A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.*



Pier 7 public access pier

The reconstructed Embarcadero roadway, public transit improvements, and pedestrian promenade will bring grand and historic changes to the waterfront, creating a bold and continuous seam of public transit and public access along the northern waterfront, and a highlight along the regional Bay Trail.

New and existing parks, plazas and open spaces, as well as areas for nature, habitat and environmental restoration, should provide outdoor spaces where all segments of the public can enjoy either waterfront activities or more tranquil aspects of the Bay in a quiet, unthreatening setting. Viewing areas and informational displays should provide visual access to waterfront activities where physical access must be limited.

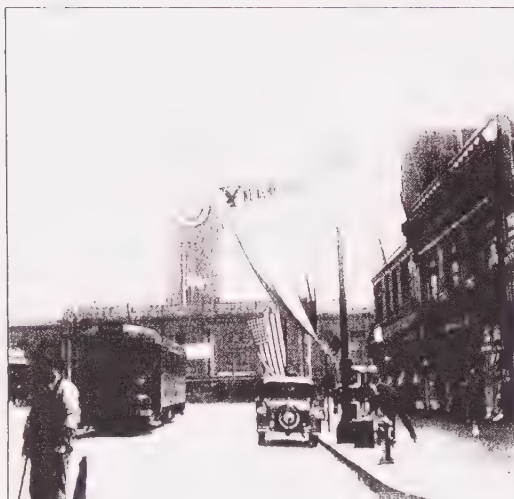
The Plan encourages access improvements which will allow everyone to experience the City's diverse social, natural, and cultural environment by:

- Creating a "PortWalk" which integrates new open spaces and exciting new Pier activities with a continuous public accessway from Fisherman's Wharf through Mission Bay.
- Providing for public amenities such as restrooms, drinking fountains, food and drinks, and bike and skate rentals, where appropriate.
- Coordinating waterfront access with and, where feasible, implementing the regional Bay Trail.
- Designating protected wetlands south of China Basin.
- Providing for public viewing areas and signage explaining waterfront activities, such as cargo shipping in the southern waterfront and fishing operations at Fisherman's Wharf.
- Encouraging new recreational boat moorings and other waterborne transportation improvements in conjunction with new commercial and recreational uses.
- Supporting transportation access for a full range of users, including continuous transit between the northern and southern waterfronts.
- Encouraging traffic control measures to provide convenient and safe pedestrian crossings to the water's edge.
- Protecting vital truck routes and freeway and freight rail access necessary to serve the Port's cargo shipping industry.

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## An Evolving Waterfront, Mindful of its Past and Future

*Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.*



1920's welcome home parade

The evolution of the waterfront from its beginning to the present reflects San Francisco's colorful history. The waterfront should continue to serve as a repository for memories of past events, while also providing a stage for new experiences.

Recognizing that the waterfront will continue to evolve, a balance should be maintained between continued maritime activities, expanded public activities, protection of the waterfront's unique historic and architectural setting and resources, opportunities for nature and habitat protection and restoration, and financial responsibility. Conversion of existing waterfront infrastructure (e.g. the pierhead and bulkhead esplanade along the northeast waterfront) to new mixed use developments will be aided by, and should recognize, the value of the City's rich working-maritime historic context, and should ensure that significant pierhead buildings and other historic architecture of the waterfront, identified in the urban design guidelines called for in this Plan, are preserved in the development process, wherever feasible.

The Plan seeks to preserve past and allow for future waterfront memories by providing for or encouraging:

- ~~Development of urban design guidelines which will include~~ identification of significant historic resources that should be preserved.
- Restoration of the Ferry Building to its original grandeur, and creative reuse of other significant historic waterfront structures (identified in the urban design guidelines) to preserve the waterfront's historic fabric and context.
- New life for the City's historic fishing industry at Fisherman's Wharf.
- Continuation of the historic ship museum at the Hyde Street Pier, and additional historic ships interspersed along the waterfront.
- Adaptive reuse of historic and architecturally significant structures such as three Union Iron Works buildings at Pier 70.
- Private investment to create new public gathering places and business opportunities along the waterfront.
- ~~New and existing wetlands at China Basin per the Mission Bay Plan and in the southern waterfront at~~ Pier 98 and the northeast tip of Pier 94.
- Interim uses to activate currently underutilized Port property which is reserved for long-term maritime expansion.

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## Urban Design Worthy of the Waterfront Setting

*The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.*

San Francisco is world renowned for the beauty of its waterfront. Compelling views of the water, sky, bridges and distant cities are experienced from hillside homes, City workplaces and streets, as well as from the water's edge, and are framed by the Port's maritime structures and facilities. New waterside improvements should respect these "Bay windows" and encourage new visual and physical connections between the City and the water via water taxis, public boat and ferry docks, and other activities which draw people to and through the Port.

New developments should reflect and enhance the richness of the waterfront's setting. The varied land uses, building scale, and historic and architectural resources in neighboring districts reflect the City's diversity and establish a context in which complementary yet imaginative design should be integrated in Port improvements. The Plan furthers these objectives by calling for development of urban design guidelines that include public input and expand upon the following:



*The northern waterfront*

- Maintain existing building height and bulk limitations and encourage building designs that step down to the shoreline.
- Encourage more physical connections between the land and the water throughout the waterfront.
- Improve views of the working waterfront from all perspectives.
- Protect and frame near and distant views to and from the Bay, particularly along major City streets.
- Identify significant pierhead and other historic resources that should be preserved.

## General Land Use Policies

The Waterfront Land Use Plan Goals establish a framework for determining acceptable uses for Port property. In general, the Goals call for a wide variety of land uses which retain and expand historic maritime activities at the Port, provide revenue to support new maritime and public improvements, and significantly increase public access.

This chapter describes each of the categories of land uses that together will achieve the Waterfront Land Use Plan Goals. Accompanying land use maps show generally where the uses exist today, and where they could be developed in the future. General Land Use Policies provided in this Chapter govern all land uses on Port property, whether existing or new, long-term or interim. Additional site-specific standards are provided in Chapter 4: Subarea Plans.

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## Maritime Uses

Maritime Uses consist of all ~~“water-dependent”~~ uses and all their related support and ancillary services and activities, including those summarized below. The Port properties that are in Existing Maritime or Transitional Maritime use, or available for Maritime Expansion are shown generally on Map A: Maritime Areas, and more specifically in the Acceptable Land Use Tables in Chapter 4. More detailed descriptions of the acceptable operations associated with each maritime activity are provided in Appendix A, Background Analysis for Water-Dependent Activities, and Appendix C, Glossary of Terms.

- **Cargo Shipping.** Including shipping terminals and berths, cargo warehouses, equipment storage and repair facilities and administrative functions, and employee support services (e.g. training facilities and parking).
- **Ship Repair.** Including drydock and berthing facilities, warehouses and workshop areas, administrative functions, and employee support services (e.g. training facilities and parking).
- **Fishing Industry.** Including commercial and sport fishing harbor and berthing areas and support services (e.g. fuel docks), fish handling, distribution and processing facilities, administrative and maintenance functions, and parking.
- **Recreational Boating and Water Use.** Including facilities for swimmers, kayakers, windsurfers and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming and boating clubs, boat rental facilities, boat trailers and launching facilities, repair and dry storage, visitor parking, restrooms and other public facilities.
- **Ferry and Excursion Boats and Water Taxis.** Including facilities for berthing and passenger services, storage, parking, administrative functions, layover berths and fueling stations.
- **Passenger Cruise Ships.** Including passenger terminal and berthing facilities, ship servicing area, storage and visitor parking.
- **Historic Ships.** Including berthing areas, museum/exhibit space, storage and workshop space and visitor parking.
- **Maritime Support Services.** Ancillary functions needed to support maritime activities including tug and tow operations, bar pilots, ship chandlers, maintenance, storage and warehouse facilities, Foreign Trade Zone, Port maintenance facilities, and associated parking.
- **Temporary and Ceremonial Berthing.** Including temporary berthing of historic, military or other visiting vessels.
- **Maritime Office.** Administrative functions for any maritime industry (e.g. import/export businesses, legal and professional services), or offices that provide services and supplies to maritime operations.



# Pier Conditions

(37)



**Category I:** Piers in excellent or good condition, with expected useful life of 35 years or more. For the purpose of BCDC permits, these piers will be treated as falling within BCDC's shoreline band jurisdiction, and thereby not subject to the water-oriented land use restriction. After 35 years, proposed new projects on these piers will be treated as falling within BCDC's Bay jurisdiction whereby uses will meet the water-oriented test.



**Category II:** Piers in fair or poor condition will be treated as falling within BCDC's Bay jurisdiction. Projects on these piers must conform with the public access and pier reconfiguration/replacement provisions of the UDPA. Proposed uses must be water-oriented. The Port will conduct "Basic Maintenance" on these piers in association with interim uses without invoking the water-oriented use restriction; Basic Maintenance consists of replacement of up to 25% (cumulative) of piles.



**MAP A:**

SAN FRANCISCO BAY

98  
96  
94  
90  
77  
68  
52  
48  
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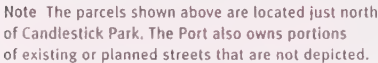
\*  
\*  
\*  
\*

AB 4935, 2  
AB 4917, 2  
AB 4852, 1  
AB 4845, 2  
AB 4827, 1&2

SOUTH BASIN

Note The parcels shown above are located just north

Notes









- [a] Maritime uses are expressly permitted at any location along the waterfront.
- [b] Some increase or intensification of maritime facilities may occur in these areas. Underutilized facilities at Pier 70 and 90 may require improvements in order to be functional, depending upon the desired maritime use.
- [c] In these areas a mix of uses is allowed, which includes maritime uses. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.

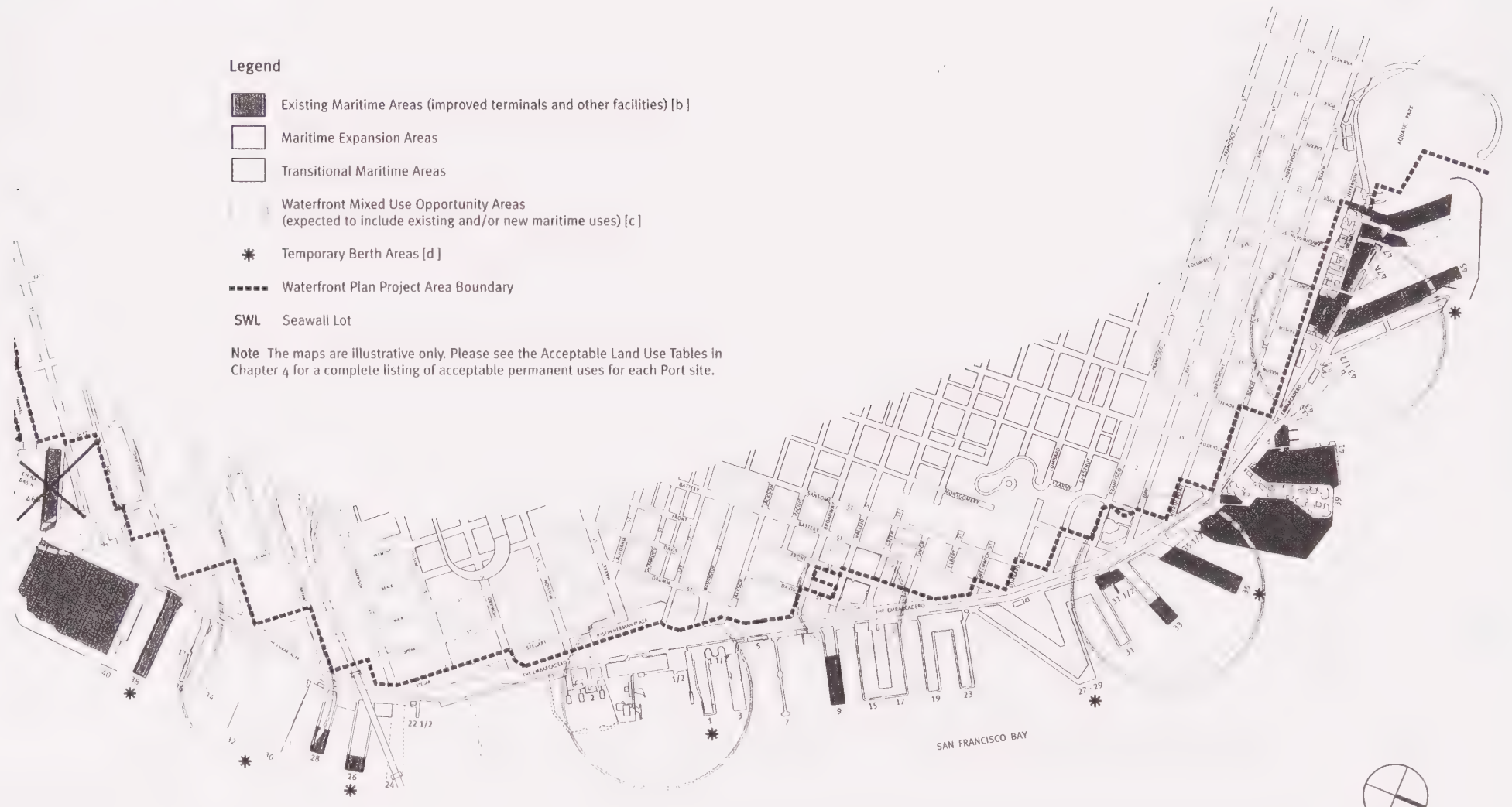
In some Waterfront Mixed Use Opportunity Areas north of China Basin, maritime areas may be situated differently than as illustrated depending upon the degree, if any, that they are included as part of mixed use developments. Refer to Chapter 4 for details regarding acceptable long-term uses for specific subareas and sites along the waterfront.
- [d] Temporary berthing occurs at various locations along the waterfront and is an acceptable use at most piers. Piers that are used most frequently for temporary berthing are designated with an asterisk.

# Maritime Areas <sup>[a]</sup>

## Legend

-  Existing Maritime Areas (improved terminals and other facilities) [b ]
-  Maritime Expansion Areas
-  Transitional Maritime Areas
-  Waterfront Mixed Use Opportunity Areas (expected to include existing and/or new maritime uses) [c ]
-  \* Temporary Berth Areas [d ]
-  Waterfront Plan Project Area Boundary
- SWL Seawall Lot

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



SAN FRANCISCO BAY

SAN FRANCISCO BAY







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A

In general, the Port's industrial cargo shipping and ship repair operations are concentrated south of China Basin Channel from Pier 48 to Pier 96, although Piers 15-17, 19-23, and 27-29 in the northeast waterfront are still used for newsprint cargo shipping and cargo warehousing. Port property in the southern waterfront favors container shipping operations because of the availability of large tracts of land and maritime support services such as warehousing, transportation services, and freight rail access. This area also continues to be the most viable location for the ship repair industry, because there is adequate space to separate the industrial processes (and emissions associated with that work) from residential development.

In contrast, the majority of existing commercial and recreation oriented maritime uses, such as ferry and excursion boats, passenger cruise ships, historic ships, and recreational boating activities are located north of China Basin Channel. Two exceptions are the fishing industry, traditionally regarded as an industrial use, which continues to be centered in Fisherman's Wharf, and the public boat launch and recreational boating facilities located south of China Basin near Pier 52. Unlike the ship repair and cargo shipping industries, where access by the general public is restricted or prohibited, the commercial and recreation-oriented maritime uses rely on public access and visibility in order to thrive. These maritime operations therefore benefit from proximity to other people-attracting activities such as commercial and residential uses.

The Waterfront Land Use Plan also identifies "Transitional Maritime Areas" on Map A, with accompanying General Land Use Policies below. For a variety of reasons, the cargo shipping-related facilities at Piers 15-17, 19-23, and 27-29 in the northeast waterfront are not likely to continue in cargo use over the long-term. In the northeast waterfront, the transition of inland properties from industrial to residential and commercial uses, coupled with the transformation of The Embarcadero to an urban boulevard, have already hampered cargo shipping operations (particularly convenient truck access to the piers). In addition, dynamic shipping industry trends and restrictions on dredging favor consolidation and centralized cargo operations, which can best be accommodated in the Port's southern waterfront. Although consolidation in the southern waterfront would yield maximum operational efficiency for the cargo shipping industry, this shift could require an initial capital investment for which the Port currently does not have the financial resources. ~~These financial considerations must be addressed before determining whether a Transitional Maritime Area is surplus to the needs of industrial maritime industries.~~

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Although the Waterfront Land Use Plan supports continued cargo-related use of Transitional Maritime Areas for as long as such use is viable, these sites should be considered for mixed-use development if they become surplus to cargo needs. ~~The conversion of these facilities to mixed-use developments will provide additional opportunities to expand commercial and recreation-oriented maritime activities in a setting that will enhance those maritime businesses. Moreover, the development of new commercial activities will provide a source of~~

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## General Land Use Policies for Maritime Areas

revenue to help finance maritime activities that are not financially self-supporting, new open spaces and public access. Development standards for these alternate land use possibilities are presented in the discussion of the Northeast Waterfront in Chapter 4.

The following General Land Use Policies apply to Existing Maritime, Maritime Expansion, and Transitional Maritime Areas, as noted. In addition, more detailed development standards are identified for specific sites in Chapter 4.

The maritime policies discussed below and in more detail in Chapter 4, provide guidance to the Port in siting its various maritime operations. However to fully meet the Port's public trust responsibilities to promote navigation, fisheries and maritime commerce, the Port reserves the right to site maritime activities anywhere on Port property in response to ever-changing industry needs.

### General Policies for Existing Maritime Areas

- 1 Protect and, where feasible, enhance facilities for existing maritime activities by:
  - a. Providing long-term leases and other incentives for maritime industries to invest in facility improvements and, where the economic condition of an industry does not permit such investment, seeking alternative sources of financing for needed improvements, including linkages to new non-maritime, revenue-generating development located on-site or off-site.
  - b. Permitting interim uses that are not necessarily maritime-related, as a means of reserving maritime properties not currently in demand. These interim uses would be subject to General Land Use Policies for Interim Uses provided below, and should not prevent eventual reuse of the property for maritime uses.
  - c. Making efforts to avoid land use conflicts or interference with maritime operations.
  - d. Protecting existing truck and rail access where feasible.
- 2 Seek opportunities to increase public access to, and appreciation of, existing maritime activities by:
  - a. Providing public access to industrial maritime operations (e.g. ship repair, cargo shipping, fishing) when feasible, in a manner that does not interfere with or constrain the maritime operations. Such access may be limited to public tours, or public viewing areas and educational displays, and need not be provided on-site.
  - b. Including new public access improvements, such as walkways and viewing areas, as part of any substantial facility upgrade for commercial and recreation-oriented maritime operations (e.g. ferry and excursion boats, cruise ships, recreational boating), if financially feasible.

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- c. Permitting the development of accessory commercial services (e.g. retail convenience sales and restaurant and food sales), to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations. Accessory commercial services also can make an area more inviting to the general public by providing places to observe and learn about maritime operations. <sup>45</sup>
- 3 Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.

#### General Policies for Maritime Expansion Areas

- 4 Locate any new industrial cargo shipping and ship repair activities on Maritime Expansion Areas south of China Basin, close to maritime support services, freight rail access and truck routes.
- 5 Protect truck routes and rail access necessary to support Maritime Expansion Areas in the southern waterfront.
- 6 Encourage the development of new commercial and recreation oriented maritime activities (e.g. water taxis, excursions boats, cruise ships, historic ships) on all Maritime Expansion Areas north of China Basin by:
  - a. Linking the development of the new maritime activities with complementary non-maritime public and commercial activities as part of a mixed use program which includes open spaces and public access, in order to maintain a maritime character along the water's edge and to help finance the maritime-related capital improvements.
  - b. Selecting locations for new maritime activities with high visibility from adjacent streets to enhance public views of the working waterfront.
  - c. Whenever possible, taking advantage of shared visitor parking and other services and amenities at adjacent or nearby developments.
- 7 Include public access improvements such as boardwalks, plazas, viewing areas, and educational exhibits in new maritime development, where feasible. The nature of these public access improvements will vary depending on whether they are within commercial or industrial developments. <sup>45</sup>
- 8 Permit recreational boating and water activities in a variety of locations at the Port, including sites south of China Basin, provided that the type of recreational activity is compatible with the industrial or commercial nature of the maritime uses in the area.

- 9 Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.
- 10 Permit the development of accessory commercial services, such as retail convenience sales and restaurant and food sales, to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations.

**General Policies for Transitional Maritime Expansion Areas (Piers 15–17, 19–23, 27–29)**

- 11 Maritime activities permissible in Existing Maritime or Maritime Expansion Areas are permissible and encouraged in Transitional Maritime Areas until the area is determined to be no longer required or suitable for maritime use exclusively.
- 12 Permit temporary and ceremonial berthing at any facility that can safely meet this need.
- 13 Conduct a review process that considers the following criteria to determine if, on balance, a ~~Transitional Maritime Area~~ is no longer viable exclusively for maritime activities:
  - a. Are there limitations regarding the site location, on-site structures and improvements, or other site characteristics that no longer enable the facility to be operated exclusively for maritime activities?
  - b. Are there off-site conditions beyond the control of the Port Commission that have rendered the site unsuitable for exclusive use for maritime activities?
  - c. Are alternative facilities available which would enhance the viability of the maritime activities?
  - d. Would continuation of maritime activities on the site require excessive Port resources, resulting in a significant financial hardship and/or operational inefficiency for the Port?
  - e. Have all reasonable measures been taken to provide alternate facilities that meet the operational needs of both the maritime operator and the Port, including meeting financial requirements to make the necessary capital improvements at new locations?

**Additional General Policies for Existing Maritime, Maritime Expansion and Transitional Maritime Areas**

- 14 In recognition of the Port's public trust responsibilities to promote navigation, fisheries and maritime commerce, permit substitution of one maritime activity for another, as needed to meet changing maritime industry trends.
- 15 Continue to give the Port broad discretion in maximizing opportunities for maritime activities, by simplifying permitting, design review and other regulatory requirements.

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- 16 Prohibit new private maritime-related clubs with exclusive memberships (i.e. members must be voted in). Allow other maritime-oriented clubs, that may charge membership fees, but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.
- 17 Maximize efficient use of new and existing parking facilities in a manner that does not hamper maritime business operations.

## Open Spaces and Public Access

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The Waterfront Land Use Plan identifies existing and new Open Spaces and Public Access sites generally on Map B and more specifically in the Acceptable Land Use Tables in Chapter 4.

Historically, there were relatively few open space and public access improvements on Port property because of the maritime and industrial uses that dominated the waterfront. However, changing land use patterns over the last 20 years have created opportunities to transform significant stretches of the Port waterfront to open spaces and public access.

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The Pier 7 fishing and open space pier at the foot of Broadway is the most recent (completed in 1990), and perhaps most successful, open space amenity constructed at the Port. This elegant pier extends 900 feet into the Bay, offering stunning views of the City and the water. It has received a number of awards for design excellence and has already become a well-known waterfront landmark. South of the Ferry Building, the Embarcadero promenade extends along the water's edge from the Agriculture Building to Pier 22½ near the Bay Bridge, providing a popular lunch retreat for downtown workers. Other public access improvements at Pier 39 in Fisherman's Wharf provide views of the marina and playful sea lions, and extensive landscaped gardens to delight the many visitors attracted to the area. In addition, volunteer citizen efforts currently underway along ~~the south bank of Islais Creek will result~~ in new landscaping and public access improvements that are compatible with ongoing maritime and industrial operations in the area.

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Unfortunately, not all of the open spaces at the Port have been improved to their full potential, and many do not provide maximum public benefits. The Ferry Plaza on the bayside of the Ferry Building, and Warm Water Cove and Pier 98 in the southern waterfront, are examples of these underutilized resources. Other Port sites have been proposed or approved for major open spaces, but have not yet been developed. These include Rincon Point and South Beach Parks included in the *Rincon Point-South Beach Redevelopment Plan*, ~~and the 11-acre wetlands and other waterfront open spaces approved as part of the *Mission Bay Plan*.~~

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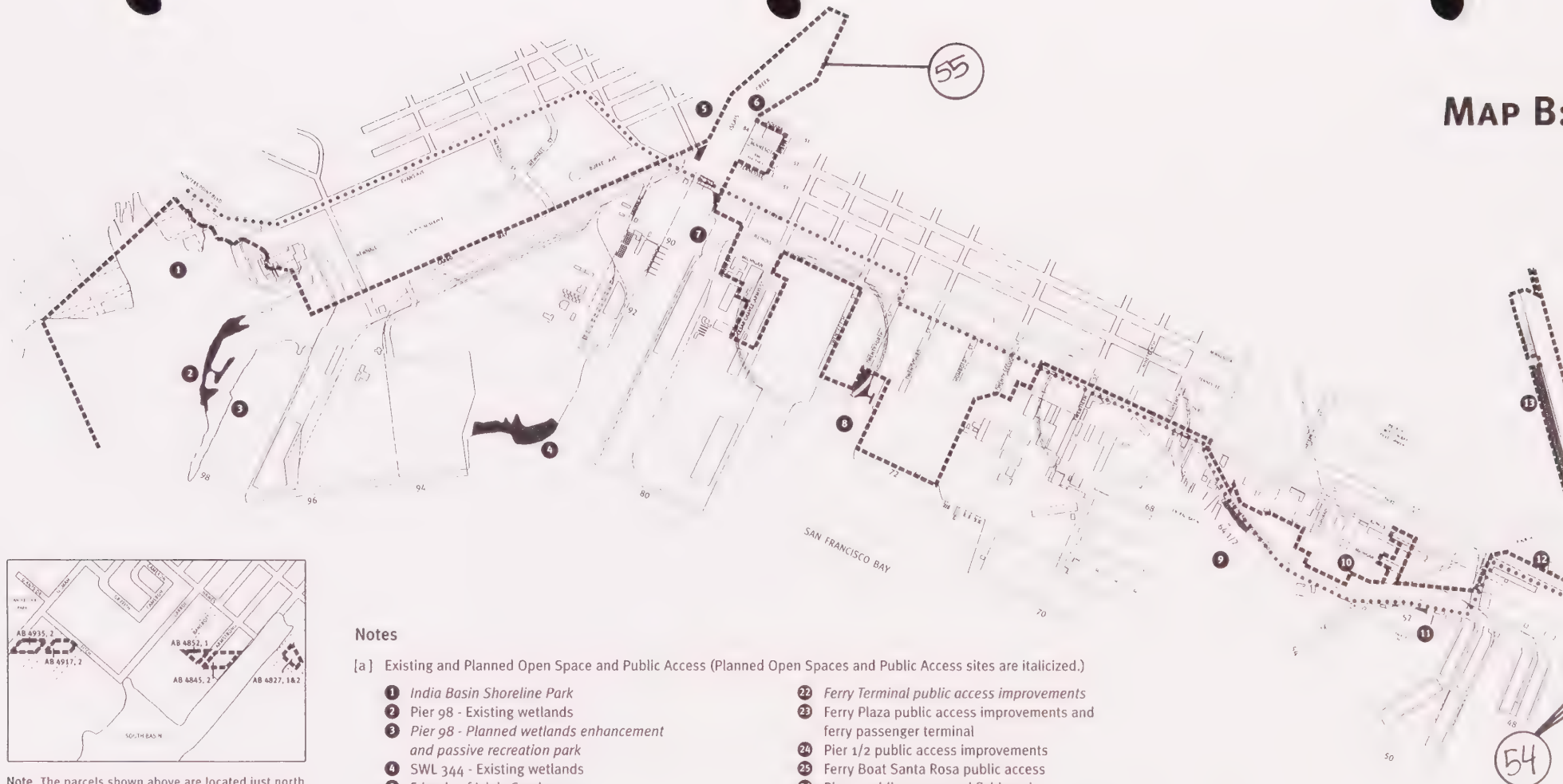


When fully developed, the open spaces and public access areas shown on Map B, will provide substantial and varied opportunities for public enjoyment on a greater number of waterfront sites than identified in the City's *Master Plan*. In addition, the landscaping and public access improvements under construction as part of the Waterfront Transportation Projects will establish continuity and a uniform design standard for other new waterfront open spaces and public access improvements. This integrated series of open spaces and public access areas will complement the San Francisco segments of the regional Bay Trail that, when completed, will extend around the perimeter of San Francisco Bay.

The main constraint to realizing this future is the lack of Port or City funds for these ambitious improvements. While the Waterfront Transportation Projects have been paid for primarily with federal and state transportation funds, many of the other open space improvements have yet to secure financing. The Port actively pursues state and federal grants to fund public access projects, such as the \$500,000 grant it recently secured for public access improvements at Pier 47A in Fisherman's Wharf. The Port should make efforts to obtain City Recreation and Park Department funds for open space acquisition, renovation and maintenance improvements. However, it is anticipated that there will be fewer public funding programs available in the future. As a result, the Port will need to rely on new revenue-generating developments to help create and maintain open spaces and public access improvements.



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|----|--|----|---|
| 1  | India Basin Shoreline Park   | 22 | Ferry Terminal public access improvements                           |
| 2  | Pier 98 - Existing wetlands  | 23 | Ferry Plaza public access improvements and ferry passenger terminal |
| 3  | Pier 98 - Planned wetlands enhancement and passive recreation park     | 24 | Pier 1/2 public access improvements                                 |
| 4  | SWL 344 - Existing wetlands  | 25 | Ferry Boat Santa Rosa public access                                 |
| 5  | Friends of Islais Creek public access improvements                     | 26 | Pier 7 public access and fishing pier                               |
| 6  | Department of Public Works public access improvements                  | 27 | Waterfront Restaurant public access improvements                    |
| 7  | Department of Public Works public access improvements                  | 28 | Pier 23 public access improvements                                  |
| 8  | Warm Water Cove Park and fishing pier                                  | 29 | North Embarcadero Promenade (under construction)                    |
| 9  | Agua Vista Park  | 30 | Cruise terminal viewing deck at Pier 35                             |
| 10 | Mission Bay Open Space   | 31 | East Wharf Park   |
| 11 | Pier 52 Boat Launch and Service Engineering public access improvements | 32 | Pier 39 and Underwater World public access improvements             |
| 12 | Mission Bay Open Space and Wetlands                                    | 33 | Pier 41 public access pier  |
| 13 | Mission Creek Harbor Association public access improvements            | 34 | Pier 43 and 43 1/2 public access areas                              |
| 14 | South Beach Park Phase Two   | 35 | Fisherman's Wharf Triangle Lot public access improvements           |
| 15 | South Beach Park Phase One   | 36 | Pier 45 public access near historic submarine "Pampanito"           |
| 16 | South Beach Yacht Harbor public access improvements                    | 37 | Inner Lagoon boardwalk  |
| 17 | Pier 38 public access improvements                                     | 38 | Pier 47A public access  |
| 18 | South Embarcadero Promenade  | 39 | Hyde Street Harbor access   |
| 19 | Rincon Park  | 40 | Hyde Street Pier historic ships                                     |
| 20 | Embarcadero Promenade between Pier 22 1/2 and The Agriculture Building | 41 | South End Rowing Club public sun deck                               |
| 21 | SWL 347N Urban Plaza   |    |   |
- Not shown: Proposed plaza in front of Ferry Building. Precise location and boundaries are being developed.

Not shown: Proposed plaza in front of Ferry Building.  
Precise location and boundaries are being developed.

- [b] In these areas a mix of uses is allowed, which includes public access and open space. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.
- [c] The proposed Bay Trail route may be relocated to nearby streets if further studies reveal conflicts with Port operations.



# OPEN SPACES AND PUBLIC ACCESS

## Legend

-  Existing Open Spaces and Public Access [a]
-  Planned Open Spaces and Public Access [a]
-  Waterfront Mixed Use Opportunity Areas  
(expected to include Existing and/or New Open Spaces  
and/or Public Access on redeveloped piers) [b]

• • • • Proposed San Francisco Bay Trail [c]

----- Waterfront Plan Project Area Boundary

SWL Seawall Lot

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



SAN FRANCISCO BAY





## General Land Use Policies for Open Spaces and Public Access

The General Land Use Policies listed below apply to Existing and New Open Spaces and Public Access, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

### General Policies for Existing and New Open Spaces and Public Access

- 1 Ensure a diversity of Open Spaces and Public Access, which may be achieved in different ways depending on location: places that provide access to the water; quiet, contemplative places for passive enjoyment; active places for civic gatherings and other urban events that draw large crowds; places for biking and foot race events; places that restore the environment and support wildlife habitats; places to learn about waterfront activities and the Bay environment; and places that appeal to children and seniors.
- 2 Provide public facilities (e.g. restrooms, public phones, drinking fountains, information kiosks) in Open Spaces and Public Access areas wherever desirable and feasible.
- 3 North of China Basin, route pedestrian paths and circulation in Open Spaces and Public Access areas to create a "PortWalk" that maximizes connections with the Bay, the pedestrian promenade along The Embarcadero, and the regional Bay Trail.
- 4 Provide public access around the perimeter of piers, wherever safe and feasible.
- 5 Continue to pursue government and private funding and other financing strategies to cover capital and maintenance costs and to improve the appearance of Existing and New Open Spaces and Public Access.

### General Policies for New Open Spaces and Public Access

- ~~6 Develop urban design guidelines for the waterfront to facilitate integration of New Open Spaces and Public Access with the design and function of other waterfront activities.~~
- 7 Encourage and support volunteer citizen efforts to create public access improvements by assisting with grant and funding acquisition, and facilitating the permit review process.
- 8 Whenever possible, link the development of New Open Spaces and Public Access to the development of new commercial activities that would help activate the public areas as well as provide sources of development and maintenance financing.
- 9 Where space permits, allow accessory commercial activities (e.g. food and beverage stands or carts, bike or skate rentals) to provide services to open space visitors.
- 10 Protect open spaces from shadow and wind impacts from adjacent development, according to applicable law.



## Residential Uses

Existing residential development on Port property currently is located on Seawall Lots 331, 332 and 333 in the South Beach area, all of which have been developed with below-market rate housing (Delancey Street and Steamboat Point Apartments). Under limited conditions, New Residential Uses may be developed on most seawall lots in Waterfront Mixed Use Opportunity Areas north of China Basin shown on Map C and on other sites as indicated in the Acceptable Land Use Tables in Chapter 4. ~~Pursuant to the Burton Act, any sites developed with housing must first be declared surplus to maritime needs.~~

Adjacent to the Port, there are several established and new residential neighborhoods mixed with commercial businesses, particularly in the northeast waterfront and South Beach areas. Additional residential development on Port seawall lots could complement these emerging inland neighborhoods. ~~At the same time, residential use adjacent to mixed-use developments on piers would increase the security of public access areas along the waterfront by introducing day and nighttime activities. Successfully designed and developed, Residential Uses on Port property will play a key role in reuniting the City with its waterfront.~~

## General Land Use Policies for New Residential Uses

The General Land Use Policies listed below apply to New Residential Uses. In addition, more detailed development standards are identified for specific sites in Chapter 4.

- 1 Permit New Residential Uses on seawall lot sites specified in Chapter 4 if those sites are not required to support maritime activities on adjacent piers.
- 2 Permit accessory commercial uses within residential developments, particularly on the ground floor, to provide activities and interest for pedestrians, as well as goods and services for residents.
- 3 Permit social and common areas which could be available for community meetings to serve on-site or nearby residents.
- 4 ~~Develop urban design guidelines for the waterfront that include and expand upon the following design objectives:~~
  - a. For projects that front on The Embarcadero, include landscaping or other design amenities that both protect the privacy of the residents and enhance the public access improvements constructed as part of the Waterfront Transportation Projects, thereby creating a transition between the City and waterfront activities.
  - b. Avoid massive buildings and protect visual access to the waterfront by incorporating terraced or other building designs where appropriate.
- 5 Comply with applicable City policy regarding provision of affordable housing for New Residential Uses.
- 6 ~~Seek New Residential Uses on seawall lots~~ which yield fair market return and generate surplus revenue to fund public trust-related Port activities, consistent with provisions of the *Burton Act*.

## Commercial Uses

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Commercial Uses consist of the uses listed below, which have been designated as land use options on one or more of the Waterfront Mixed Use Opportunity Areas or Existing (Long-term) Residential or Commercial Use Areas shown generally on Map C and, more specifically, on sites indicated in the Acceptable Land Use Tables in Chapter 4. Commercial Uses are divided into two groups which are described below: those permitted on piers and those permitted on seawall lots. (Further descriptions are provided in Appendix C, Glossary of Terms.)



### Commercial Uses on Piers

- Artist/Designers Studios and Galleries - Includes craft studios and galleries
- Assembly and Entertainment - Includes conference facilities, theaters (cinemas and live performances), night clubs and nighttime entertainment venues, amusement parks, exhibition halls, public markets, children's entertainment
- Recreational Enterprise - Includes facilities offering recreational and athletic fitness services
- Museums
- Parking (accessory to acceptable uses only)
- Retail - Includes retail goods and services, eating and drinking establishments, and public markets
- Visitor Services
- Warehousing/Storage (excludes mini-storage on piers or within 100 feet of the shoreline)
- Wholesale Trade/Promotion Center - Includes wholesale trade promotion for a type of product, for example, California products (e.g. gourmet foods, wine, seafood, or other agricultural products), with related exhibit and conference facilities and import/export services.
- General Office (in buildings that are listed in the National Register of Historic Places, and pierhead and bulkhead buildings)

### Commercial Uses on Seawall Lots

- Commercial Uses on Piers, as described above
- Hotel
- General Office (Pursuant to the *Burton Act*, seawall lots developed with General Offices must be declared surplus to maritime needs.)
- Parking (general parking facilities and parking accessory to acceptable uses)
- Warehousing/Storage (includes mini-storage warehouses on seawall lots)

There has been very little new commercial development on Port property within the last 20 years. Many of the existing commercial uses in the northern waterfront were developed before 1980 as single-use establishments, including Alioto's, The Franciscan and other seafood restaurants, the Blue Shield office building in Fisherman's Wharf, and the Francisco Bay Office Park in the northeast waterfront.

One exception is Pier 39, the visitor-oriented retail and entertainment complex in Fisherman's Wharf, which was built in 1978 as a mixed-use maritime complex. Although some critics consider the development too tourist-oriented, and not properly oriented towards the water, Pier 39 nevertheless successfully integrates marina and excursion boat activities and public access features which have greatly improved the appearance of the area.

The Draft Waterfront Land Use Plan promotes a variety of commercial activities, including both revenue-generating and non-profit uses. As discussed more fully in the Introduction to Chapter 4, the Plan strongly encourages that, where feasible, new commercial development on piers be a part of mixed-use developments (in new "Waterfront Mixed Use Opportunity Areas") which include maritime uses and open space and public access to bring day and nighttime activity to the waterfront and foster long term public-oriented activities on Port property. If planned and executed in a coordinated fashion, this flexible, mixed-use development approach offers excellent opportunities to reunite the City with waterside attractions and amenities. In addition to the existing Port properties discussed in this Plan, any new properties that the Port may acquire or control may be considered for mixed-use development.

New public transit service planned as part of the Waterfront Transportation Projects will greatly improve access to new developments on Port property, and should be promoted as a primary mode of transportation. However, new assembly, entertainment and other public-oriented uses along the waterfront, particularly those attracting people during the evenings and weekends, will require additional parking. Wherever parking is provided, appropriate efforts should be made to maximize the efficient use of new and existing parking.

The development of major new commercial uses, particularly in mixed-use developments on piers and waterside sites, will also provide opportunities to establish a "PortWalk", a new way to experience the sights and sounds of waterfront activities, by extending public access onto piers and connecting it to pedestrian improvements along The Embarcadero.

The Waterfront Plan also promotes low-scale development along most of the waterfront, consistent with the existing 40 foot height limits which apply to all piers, except in the Ferry Building area where there is an 84 foot height limit. Most of the Port's seawall lots also have a 40 foot height limit, with 84 foot and 105 foot height limits for a few parcels. All of the permitted commercial uses can be developed within these existing height limits.



## General Land Use Policies for Commercial Uses

The following General Land Use Policies apply to Existing and New Commercial Uses, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

### General Policies for Existing Commercial Uses

- 1 Seek to improve public access and make the shoreline more attractive when renegotiating leases or issuing permits for Existing Commercial Uses, ~~especially in areas such as Fisherman's Wharf where there are few locations available for new open spaces and public access.~~
- 2 Ensure that the Port is receiving fair market rents for its facilities wherever possible.
- 3 Seek new commercial tenants who will generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield ground lease payments to the Port to meet other capital and operational costs.
- 4 For Port seawall lots located along The Embarcadero between Powell and Vallejo Streets which are developed with Existing Commercial Uses, provide opportunities for conversion to other uses, when desirable to increase the revenue-generating potential and/or complement uses developed on adjacent Port sites. Any new uses should be sensitive to the character and scale of development in adjacent non-Port areas.

### General Policies for New Commercial Uses

- 5 Wherever possible, seek New Commercial Uses on seawall lots, piers, or waterside properties which generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield fair market return to the Port to meet other capital and operational costs.
- 6 Encourage New Commercial Uses on piers or waterside properties, preferably as part of mixed-use developments, which include maritime activities and public access or open space amenities, primarily located in areas north of China Basin.
- 7 Permit the mix of uses to be distributed among adjacent piers and seawall lots which together would complement neighboring developments and thus unite the waterfront with the rest of the City.
- 8 Respond to the needs and interests of the widest feasible range of user groups in new mixed-use developments (including seniors, children, San Francisco's diverse cultural community, disabled persons and other groups with special needs).

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9 Major developments on waterside properties should highlight maritime features and incorporate public access improvements which maximize visual connections (and physical contact, to the extent possible) with the water.

10 Provide affirmative action to maximize opportunities for minority and women- owned businesses and small businesses to participate in waterfront business enterprises. Extend waterfront business opportunities to non-profit operations whenever possible.

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11 Prohibit new private clubs with exclusive memberships (i.e. members must be voted in). Allow other clubs that may charge membership fees ( e.g. YMCA), but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.

12 Create a PortWalk made up of integrated public access walkways and plazas which connect major new developments on piers with public sidewalks and rights-of-way along The Embarcadero. The PortWalk should:

- Guide pedestrian circulation in and among activities on piers and along pier perimeters wherever possible;
- Maximize views of the water;
- Include signage describing maritime activities and historical points of interest along the way;
- Provide adequate lighting and security to promote public use during the day and night.
- Provide a continuous waterside pedestrian walk from Fisherman's Wharf to China Basin and in waterfront areas south of China Basin wherever possible.

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13 ~~Develop urban design guidelines for the waterfront, including historic preservation guidelines, which include and expand upon the following design objectives for mixed use developments:~~

- Coordinated building designs, particularly for projects that include more than one site, to achieve a cohesive, complementary blend of architectural styles among adjacent sites.
- Coordinated landscaping and public access improvements to complement and enhance the Waterfront Transportation Project improvements along The Embarcadero (where applicable).
- Terraced building designs or other design treatments which protect views of the Bay and avoid massive buildings.
- Locations from which to view the City from the water.
- Building designs which protect open spaces from shadows and wind impacts from adjacent development, according to applicable law.
- Sufficient building service (e.g. trash, storage) and loading space for delivery and service vehicles, without detracting from the building design.

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- 14 Promote architectural excellence in the design of New Commercial Uses in a manner which is sensitive and compatible with the existing building scale and architectural and historic character of surrounding development.
- 15 As a general rule, maintain a low scale of development on piers to minimize impacts on views, consistent with existing waterfront height limits.
- 16 Promote the use of public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities, particularly for new development north of China Basin, by implementing any of the following, (where applicable):
- Establish shared parking among Port-operated parking facilities, and with non-Port parking operations in adjacent areas, which are conveniently located to serve daytime, evening and weekend activities at the Port.
  - Where sufficient nearby parking is not available, provide shuttle service between new development and parking facilities.
  - Limit the amount of available long-term (all day) parking.
  - Promote ride sharing and the use of public transit through the sale of transit passes, provision of van pool/car pool parking spaces, and joint promotional campaigns with transit providers.
  - Provide parking information and signage systems to direct visitors to nearby underutilized parking locations.
- 17 If there is no alternative seawall location, permit limited accessory parking on piers if the parking:
- Is enclosed or otherwise screened from view.
  - Does not interfere with public access areas.
  - Does not generate significant traffic congestion on The Embarcadero.

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## Other Uses

The Draft Waterfront Land Use Plan also provides opportunities for activities other than Maritime Uses, Open Spaces and Public Access, and Commercial and Residential Uses. Development opportunities for Power Plants and Sports Facilities are limited to one area each. In lieu of General Land Use Policies provided in this Chapter, site-specific development standards for these uses are presented in Chapter 4. (For Power Plants, including cogeneration facilities, see Chapter 4, The Southern Waterfront; for Sports Facilities see Chapter 4, The South Beach/China Basin Waterfront). General Land Use Policies for Academic Institutions, Transportation Services, and Community Facilities are provided below, with further site-specific development standards presented in Chapter 4. All of the "Other Uses" are defined in Appendix C, Glossary of Terms.

### General Land Use Policies for Academic Institutions

- 1 Prior to development, prepare a campus plan which addresses the following:
  - a. Provision of public access improvements.
  - b. Transportation plans which promote public transit use and include a parking mitigation program, if applicable.
- 2 To the maximum extent feasible, provide short courses and workshops (for example, on a pay-as-you-go basis) which provide varied educational opportunities to the general public.

### General Land Use Policies for Transportation Services

- 1 In major developments, encourage ticket sales for all local and regional modes of transportation service to and within San Francisco.
- 2 Plan vehicle staging areas which minimize congestion on nearby streets.
- 3 Provide attractively designed and inviting passenger waiting and service areas to encourage use of transportation services, whenever feasible.

### General Land Use Policies for Community Facilities

- 1 Allow public safety and other community service facilities on sites which are strategically located to provide service to the Port or the City.
- 2 Where rational and feasible, combine community services (e.g. community meeting rooms, post offices) with other uses which activate the waterfront.
- 3 Maintain the Port Executive Director's authority to direct the utilization of Port facilities for medical airlift and other emergency services.

## Interim Uses

The Port's ongoing management responsibilities, in combination with the following facts, require the development of a clear policy to guide the interim use of Port property:

- The Port's ~~weak financial condition has~~ precluded the Port from making long-term improvements to its deteriorating properties. 85
- ~~For the foreseeable future, lingering effects of the 1989-1994 recession in the Bay Area real estate market, in addition to the complexities of major new waterfront development projects, will continue to deter private investment which would result in long-term improvements or increased cash flow to the Port.~~
- Absent significant new revenue sources, the Port must maximize the productivity of its existing facilities in order to generate the revenues necessary to
- fund its ongoing operations and legally mandated activities, and to build cash reserves for future capital investments. 87
- The revitalization of Port property can begin sooner if new businesses, programs and activities are initiated, even on an interim basis, to bring more workers, residents and visitors to the waterfront.
- ~~If, after the Port Commission and other City agencies approve the Waterfront Land Use Plan, changes to BCDC regulations or State legislation are required before proposed long-term uses could be developed, interim uses would ensure the economic use of Port property pending these changes.~~

86 ~~Currently, there is no clear, consistent regulation of interim uses on Port property. This is a concern particularly for many non-maritime activities, which are subject to review by the City Planning Commission, BCDC and the State Lands Commission, in addition to the Port Commission. There is no clear regulatory distinction between short-term and long-term leases. Therefore prospective tenants who would like to rent existing space for a 10 year period, for example, are subject to most of the same time-consuming and expensive application, government review procedures and exactions as a developer who would like to pursue a new major development project which will have a 50 year life.~~

89 ~~Existing guidelines for interim uses also vary according to location. In the southern waterfront, BCDC generally limits interim uses to five years or less as part of the BCDC/Metropolitan Transportation Commission (MTC) *San Francisco Bay Area Seaport Plan*, which protects potential marine terminal expansion areas. (Given the excess capacity at the Port's existing terminals, and the enormous supply of waterfront property which will be available upon closure of military bases, BCDC will likely revise these current *Seaport Plan* interim use policies.) The few existing regulations which address interim uses on the remainder of the Port's property primarily address the problem of non-conforming uses, which are generally discouraged. These regulations do not make allowances for interim uses which should be encouraged for limited terms.~~

## General Land Use Policies for Interim Uses

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The following General Land Use Policies apply to sites for Interim Uses in the three different areas of Port property described below. In addition, more detailed development standards are identified for specific sites in Chapter 4.

### General Policies for Areas North of China Basin Channel and Within BCDC's 100 Foot Shoreline Band

- 1 Where market trends or limited Port resources prevent rehabilitation and reuse consistent with long term objectives for the site, promote the productive use of piers and pierhead and bulkhead buildings on an interim basis, instead of allowing those facilities to stand vacant, by:
  - a. In general, allowing interim uses for terms of up to five years within or on existing structures, provided no major repairs to the facility or substructure are necessary to permit the uses to occur, and the uses do not significantly contradict the overall objectives of the Waterfront Land Use Plan. Examples of such interim uses include: small business incubator industries, academic institutions, community facilities, parking or warehousing.
  - b. Where longer amortization periods are needed, allowing renewal of leases for one additional five year period.
  - c. Considering longer term interim uses only in exceptional cases where there is thorough and public review pursuant to the Waterfront Plan Implementation Process outlined in Chapter 5. (When appropriate, leases for longer term interim uses could include an amortization schedule with a buy out provision so that permanent uses can be developed as soon as feasible. The Port, as a public agency, has the power of condemnation and can always recover its property for a public purpose).
  - d. ~~Encouraging BCDC~~ to adopt policies regarding its requirement for maximum feasible public access which recognize that interim uses cannot be expected to support the same level of public access improvements as permanent uses.
  - e. Allowing principal permitted uses in C-2 Districts ("Community Business" a common district designation on adjacent non-Port property which permits retail, restaurants, office and a range of other commercial activities) to be approved as interim uses through a streamlined entitlement process.
- 2 Provide affirmative action to maximize opportunities for minority and women-owned businesses to participate in waterfront business enterprises.
- 3 Protect the environment and ensure compatibility with adjacent uses when authorizing interim uses by:
  - a. Reviewing the list of principal permitted uses in a C-2 District and prohibiting those which could present a particular threat to the environment if conducted on a pier.

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- 13 Ensure compatibility of interim uses with current and anticipated future uses of adjacent non-Port areas by:
- Limiting interim uses on Port property between Pier 52 and Pier 66 to terms of one to ten years <sup>unless</sup> ~~the uses would be compatible with residential and other uses planned for adjacent and nearby property in the Mission Bay Specific Plan approved in 1991.~~
  - Complying with all existing environmental regulations (e.g. restrictions on noise, emissions, and transportation congestion) in order to avoid significant public health, safety and other impacts of industrial activities.
  - Avoiding interim uses that significantly contradict the overall goals and objectives of the Waterfront Land Use Plan.

## Unacceptable Non-Maritime Land Uses

Proposition H directs the following criteria to be considered in determining unacceptable non-maritime uses:

- Does the land use need to be located on the waterfront in order to serve its basic function?
- Is the land use compatible with existing or planned maritime operations or surrounding parcels, if any?
- Does the land use provide the maximum feasible public access?
- Does the land use improve the ecological balance of San Francisco Bay?
- Does the land use protect the waterfront's architectural heritage?
- Does the land use represent the best interests of the people of the City and County of San Francisco and/or State of California?

~~The Waterfront Plan Advisory Board voted to declare the uses listed below unacceptable non-maritime land uses on piers or within 100 feet of the shoreline. All unacceptable uses voted on by the Advisory Board apply only to non-maritime, non-water dependent uses.~~

### Unacceptable Non-Maritime New Uses\*

- non-maritime private clubs
- residential
- non-accessory parking\*\*  
(i.e. general parking which is not provided as a requirement for new development)
- adult entertainment
- non-marine animal services
- mortuaries
- heliports  
(except for landings for emergency or medical services)
- oil refineries
- mini-storage warehouses
- hotels\*\*\*
- sports facilities with seating capacity greater than 22,000<sup>X\*</sup>

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\* Proposition H does not prevent any unacceptable non-maritime land uses existing as of January 1, 1990 from continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations.

\*\* Non-accessory parking is a permitted interim use, but not a permanent use.

\*\*\* Hotels already are designated as an unacceptable use in the adopted Proposition H Ordinance.

\*\*\*\* In June 1994, the Waterfront Plan Advisory Board decided to recommend to the Port Commission that "sports facilities with seating capacity greater than 22,000" be added to the unacceptable non-maritime land use list. At that time, the Advisory Board did not specifically review a proposal subsequently considered by the San Francisco Giants, Catellus Development Corporation, and managers of the Cow Palace for a possible sports and entertainment complex at China Basin, which could include a ballpark seating more than 22,000 in whole or in part on Port property. On January 12, 1995, the Advisory Board voted to retain the staff proposed language on pages 135-137 that addresses this new sports and/or entertainment facility concept. The Advisory Board also acknowledged that the appropriateness of this site for a sports facility with a seating capacity greater than 22,000 is an issue of great public interest and, therefore, should appropriately be decided by the voters of San Francisco. On March 26, 1996, the voters of San Francisco approved Proposition B which changed City law so that a ballpark with up to 45,000 seats could be built at China Basin. Construction of the ballpark would still require other approvals by the City and by State agencies.





## 4

## Subarea Plans

Chapter 4 provides area objectives and development standards for specific Port sites in each of 5 subareas of the Port: The Fisherman's Wharf Waterfront, The Northeast Waterfront, The Ferry Building Waterfront, The South Beach/China Basin Waterfront and The Southern Waterfront. The discussion for each area includes background information which supports each subarea objective. The objectives are followed by development standards which provide guidance on appropriate maritime, open space, public access, residential, commercial and other development in the subarea. The discussion also includes an Acceptable Land Uses Table for Port properties located in the subarea.

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## Waterfront Mixed Use Opportunity Areas

As discussed in Chapter 3, The Waterfront Land Use Plan strongly encourages that, where feasible, <sup>new</sup> commercial development on piers should be a part of mixed use developments which include maritime, open space and public access activities, and which bring day and nighttime activity to the waterfront. Many Port sites discussed in this chapter are therefore organized into “Waterfront Mixed Use Opportunity Areas,” (See Map D next page) combinations of piers and seawall lots where most major changes are expected to occur along the waterfront. In addition, this chapter presents development standards for Other Existing Maritime, Transitional Maritime, and Maritime Expansion Areas, and Other Existing or New Open Spaces and Public Access located in the subarea.

It is important to note that the combination and proportion of uses in specific development projects will vary as implementation of the Plan occurs. In most cases, major developments on piers will include a mix of maritime, commercial and/or open space and public access uses. However, the amount of space dedicated to the different uses will vary. (For example, some projects are likely to include more of a maritime or open space component than others.) In other cases, new developments may include a single use on a site. In this latter case, however, the goal is to have different types of uses on nearby sites so that a mix of uses can be achieved in the greater area. Thus, for example, a pier may contain maritime and open space activities, an adjacent seawall lot may contain residential uses, and another adjacent pier

may contain public access and an entertainment venue. If planned and executed in a coordinated fashion, this flexible, mixed use development approach offers excellent opportunities to reunite the City with a diversity of waterside attractions and amenities.

The development of major new commercial uses, particularly on piers and waterside sites in Waterfront Mixed Use Opportunity Areas north of China Basin, will provide opportunities to establish a “PortWalk”, a new way to enjoy the sights and sounds of waterfront activities by extending public access, open spaces and viewing areas onto piers and integrating them with the Waterfront Transportation Project pedestrian improvements and open spaces along The Embarcadero.

under study include offices and research facilities, fish handling and marketing activities, a test kitchen and retail area for the sale of fish and related products, a visitor/interpretive center to educate the public about the fishing industry and the environment on which it depends, and conference facilities. Other uses compatible with fishing industry activities in Sheds B and D may be located in Sheds A or C to serve and attract the public, help finance the Fisheries Center or provide much needed revenue for Wharf-area and Port improvements.

In addition to Pier 45, a significant amount of fish handling occurs at Fish Alley, the historic center of Fisherman's Wharf. As was the case at Pier 45, these buildings require substantial modernization to meet current operational requirements. Although Fish Alley tenants have long-term leases (most extend through the year 2036), theoretically providing them with a greater financial incentive to make leasehold improvements, such improvements have rarely been made because of the constricted physical layout of Fish Alley, limited vehicle access and parking, poor structural condition of the buildings, and poor economic health of the industry.

Given the current depressed state of the fishing industry, Fish Alley buildings may be in less demand for fish handling and related businesses now that modern fish handling facilities are available on Pier 45. Nevertheless, there remains a strong interest in preserving the character and charm of Fish Alley. It is therefore appropriate to allow adaptive new uses of current fish processing facilities until there is sufficient fishing industry demand for these facilities. Interim uses would ensure that this historic area remains active and inviting at all times. However, any adaptive reuses should not encourage heavy traffic, and should not involve extensive remodeling because major investments for new uses tend to encourage permanency.

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**Provide space for the existing and expansion needs of other maritime activities at the Wharf.**

In addition to the fishing industry, Port property at Fisherman's Wharf is used for many other water-dependent activities. Recreational boating occurs at the Pier 39 marinas, and swimming and recreational activities are managed by the City's Recreation and Parks Department at Aquatic Park. The South End Rowing Club dock and the northern end of the Dolphin Club dock at Aquatic Park are on Port property. Ferry and excursion boat operations are based at Pier 39, Pier 41½ and Pier 43½. Historic ship berthing occurs at the Hyde Street Pier, home of the San Francisco Maritime National Historical Park, which has the largest concentration of historic ships in the Nation, and at Pier 45 where the *USS Pampanito* is berthed. Ceremonial berthing occurs on the east side of Pier 45.

These and other maritime businesses should be provided with expansion space so that their operations can continue to be viable at the Wharf. For example, more berthing areas for ferries and excursion boats, and possible sites for water taxi docking are needed.

**Continue to integrate public, commercial, and maritime activities to preserve and enhance the diversity of uses at Fisherman's Wharf.**

**Encourage activities that will facilitate the use of the area by local residents and diminish the Wharf's image as a "tourist-only" attraction.**

In the 1950s, Fisherman's Wharf was primarily an industrial area comprised of commercial fishing, manufacturing, warehousing and maritime uses, surrounded by small-scale residential uses. Visitor-serving facilities were limited to restaurants adjacent to the Inner Lagoon fishing harbor. Over the years, this pattern has changed dramatically. Except for fishing industry facilities, industrial activities have virtually disappeared. Today, Fisherman's Wharf is comprised of an eclectic mix of fishing industry and other maritime and visitor-serving uses. The area is one of the most visited tourist attractions in the United States, offering entertainment, restaurants, art galleries, museums, historic ships, parks, beaches and swimming areas, shops, hotels, offices and housing.

Clearly, the fishing industry should remain a top priority at the Wharf. Indeed, the reason that the Wharf became a visitor attraction in the first place is that the public enjoyed observing fishing industry activities. A more visible fishing industry will improve the character and charm of Fisherman's Wharf. But it is clear that visitor-serving facilities and services also are key to the continued success of the Wharf, and need periodic updating and improvement. Any conflicts between fishing industry and visitor-serving activities should be minimized, so that new uses do not pose a barrier to the long-term enhancement of the fishing industry.

The Fisherman's Wharf area is bordered by offices, housing, open space, neighborhood commercial and maritime uses. Yet, because the area is viewed by San Franciscans as a tourist area, many local residents believe that it has little to offer them. New Wharf activities such as arts, education, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) should be encouraged to increase the appeal of Fisherman's Wharf to local residents. Festival-type assembly and entertainment uses and events such as the annual Festa Italiana, should be encouraged because they draw thousands of residents to the area and cause only temporary or minor disruption to the fish handling activities at the Wharf. Also, the Fisheries Center, if feasible, would provide public access and educational exhibits of interest to locals and visitors alike. Additional office uses, particularly above ground level, would provide activities at the Wharf oriented to local residents, and increase off-season patronage of Wharf shops and restaurants. These types of new uses should be encouraged in order to attract more San Franciscans to the heart of Fisherman's Wharf.





**Rationalize and enhance the public access and open space program at Fisherman's Wharf.**

Pier 39, a major mixed-use development, provides most of the improved public access and open spaces at the Wharf, including dedicated public access around the Pier 39 perimeter, public access and fishing at Pier 41 atop the west marina breakwater, and the 4.6 acre Waterfront Park extending from Pier 41 to Pier 35 between The Embarcadero and the water's edge. Additional public access and open space improvements planned in conjunction with a new aquarium at Pier 39 include viewing plazas with exhibits focusing on the Bay environment, "Story of the Bay" plaques ringing the 2nd floor of the Pier, and a comprehensive sign program emphasizing public access to the Bay at Piers 39, 41 and 43. In addition, 18,000 square feet of new public access will be created at Pier 43 next to the historic railroad arch where ferries used to dock and unload rail cars.

Other public access areas at the Wharf include access through the Inner and Outer Lagoons, along the east side of Pier 45, and along Pier 43½. In general, however, these areas are hard to find and not well connected, making it difficult for pedestrians to flow through the area and enjoy the Bay. These problems are most evident at Pier 43½ and the adjacent Triangle Site located in the heart of Fisherman's Wharf.

Both Pier 43½ and the Triangle currently are used for surface parking and visitor-serving retail uses. During recent planning efforts at the Wharf, the possibility of creating a grand open space which would be the civic focus of the Wharf was studied. This would require removing surface parking and replacing it in an underground garage. Because funds for the garage and open space improvements are not currently available, more modest

*Design under way for Pier 47A fishing and pedestrian pier*



pedestrian and open space improvements, leading to and including the Triangle, Piers 41, 43½ and 45 were proposed and the first phase of these improvements are under construction. Further consideration should be given to other ways to reconfigure at least some of the parking that is necessary for Wharf businesses, thereby freeing up more space for pedestrian and open space improvements, provided that the impact on existing parking that is neces-



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sary for ongoing tenant operations is addressed. Alternatively, more opportunities for valet parking should be explored here. ~~In addition, the door should be left open to negotiations with existing tenants, if they are amenable, about the feasibility of allowing an appropriate amount of additional revenue-generating space, in exchange for public access, open space or other significant public improvements.~~

Wherever feasible, public access and open space areas should be expanded and linked to existing open spaces via a “PortWalk” in the Wharf, to allow the public to fully experience the “working waterfront”. As an example, the Port is renovating Pier 47A, providing berthing and pedestrian improvements so the public can better view fish handling and off-loading operations. The Wharf also is a prime area for guided walks or interpretive signage to teach the public about different types of fishing boats and fish caught and to describe the Wharf’s colorful history. New developments should help implement the PortWalk by improving pedestrian circulation and clarifying pedestrian connections to the Bay, to the ferries and between Wharf attractions, including Aquatic Park.

**Provide efficiently planned parking and loading facilities to serve Wharf activities.**

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The lack of both long and short-term parking is one of the most frequent complaints of members of the fishing industry. At the same time, existing restaurants and visitor-oriented businesses and swim clubs also depend on parking for their patrons. From mid-morning through evening, all these drivers suffer intense competition for limited parking spaces. Affordable parking for commercial and sport fishermen heading out to sea is especially scarce, and public transit is not readily available during the early morning hours when the industry is the busiest. In addition, parking is needed in close proximity to fishing boats for off-loading gear.

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~~Long-term fishing industry parking spaces are proposed to be provided on Pier 45 as part of the earthquake repairs. The Hyde Street Harbor project will provide short-term loading and unloading spaces adjacent to new berths.~~ However, there is concern that the amount of parking may be insufficient to accommodate other Wharf business and visitor needs, particularly if there is additional development in the area. Also, although improved fish handling facilities at the Wharf will permit storage of a greater volume of fish products, the need for semi-truck access to both receive and deliver cargo will persist. ~~Parking is also needed for the trucks that currently conduct informal fish trading along Jefferson Street, causing sanitation and congestion problems for Port tenants and visitors.~~

Without parking, existing Port tenants and the Port will suffer significant decreases in revenues from Wharf operations. A creative solution to this challenging problem must be found, such as measures to improve utilization of existing non-Port parking garages which rarely fill, shuttle buses or motorized cable cars and pedicabs to accommodate people who take public transit or park outside the Wharf, shared parking facilities for uses with different time needs, and parking vouchers for swim clubs and sport fishing patrons.



# THE FISHERMAN'S WHARF WATERFRONT ACCEPTABLE LAND USE TABLE (1, 2, 3)

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## Key

- A = Acceptable Use  
 E = Existing Acceptable Use (4)  
 E/I = Existing Use/May Continue As Interim Use  
 X = Accessory Use  
 E/X = Existing Accessory Use

	Maritime Uses (5)										Open Spaces/Public Access	Residential Uses	Commercial Uses	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Other Uses	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis																		
Aquatic Park Docks								E				E	E																
Hyde Street Pier	A	E	E		E				E	E	A	E	E				E	X	E		E			E					E
Proposed Hyde Street Harbor	A	A		A	A		A		A	A		A	A				X	A											
Outer Lagoon (Water)	E	E	A		E		E				A																		
Fish Alley (Seawall Lot 303)	E	E	A	E	E						A		E				E/I	A	E		A	E/X	E		A	A			
Seawall Lot 302	E	E	A	A	A						A		E				E/I	E	E		A	E/X	E		A	E			
Pier 47/47a	E	A		A	E		A		E	A		A	E					E/X	E										
Inner Lagoon (Water)	E	E	A		E		E				A																		
Pier 49	E	E	A		E		E				A	E						A	E/X	E		A			A				
Pier 45 West	E			A	A					A		A	A					A		E/X	A		A						
Pier 45 East	A	A	E	A	A					E	A	A	A					A	E	A		A			A				
Seawall Lot 300/301												A	E							E	E		A						E
Pier 43 1/2			E	A							A	A	A	E						E	E								E
Pier 43			E	A		A					A	A	A	E						E		A							
Pier 41 1/2			E		E	A				A	A		E							E									
Pier 41			A	A							A	E	E																
Pier 39, 39 1/2, 35 1/2			E	A				E		A	A	E	E																E
Seawall Lot 311/312												E			A			A	A	A		E	A						A
Seawall Lot 313														A				A	E	A									

## Table Notes



- This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.

- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.
- Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

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## Fisherman's Wharf Mixed Use Opportunity Area

### Development Standards

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  - Provide new meeting spaces, restaurants, retail and equipment storage areas oriented towards the needs of the fishing industry.
  - Allow new retail uses that contribute to a better balance between, and quality of, local and visitor-serving goods and services.
  - Encourage new Wharf activities such as arts, entertainment, educational, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) to increase the appeal of Fisherman's Wharf to local residents.
  - Review the design of any development for compatibility with the maritime industrial context of the area and to ensure proper orientation towards the Bay.
  - Encourage maritime offices on either a long-term or interim basis, to help support the Wharf's maritime industries, and to provide an increased flow of patrons for shops and restaurants during the off-season.
  - Provide a retail fish market where it would not conflict with the safe and efficient functioning of fish handling operations.
-  104
  - Provide berths for frequently changing historic, military and other ceremonial vessels to attract local residents as well as visitors, enliven public access and provide revenue to the Port.
  - Coordinate new development with improvements to vehicular access and circulation in order to minimize traffic impacts.
  - Encourage maximum coordination between merchants, fishing industry and existing garage and parking lot operators, and install better signage to fully utilize existing parking.
  - Provide for off-street truck loading space in new commercial developments.
  - Provide safe and adequate truck access routes and truck loading space in this congested tourist area to meet the needs of fishing, retail, and other businesses.
  - ~~Evaluate relocating the fish distribution activities occurring via trucks parked on Jefferson Street to Port property.~~ 105
  - Encourage a museum of fishing industry, maritime and/or Wharf history.

## Development Standards (cont.)

## Fish Alley

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- Preserve the existing balance between fishing and commercial uses, to the maximum feasible extent.
- Preserve the small scale maritime-industrial character of Fish Alley by retaining the older buildings, to the extent possible, and adapting them to the needs of and use by modern fishing-related businesses. In the event a building cannot be retained, then any replacement buildings must be consistent with the historic maritime industrial character of the area.
- In the interior block of Fish Alley, continue to give priority to fish handling, processing and distribution; restaurants and bars oriented towards the fishing industry, businesses and citizens in the area; chandleries; other businesses serving the fishing industry; and support services for the proposed Hyde Street Harbor.
- If fishing industry uses are not needed, then interim, adaptive reuse of Fish Alley buildings for uses oriented to other maritime activities (including warehousing/storage for maritime industries), support facilities for the historic Hyde Street Pier, artist or designer studios or galleries, museums, or visitor-serving Wharf activities, should be considered, provided that they do not disrupt the remaining fishing industry uses and that they retain the architectural character of Fish Alley.
- Allow interim adaptive new uses only if they do not involve major capital investment (which tends to encourage longevity) and do not permanently prevent reuse of the structures for fish handling when the industry experiences an upswing.
- Restrict any artist or designer studios or galleries in Fish Alley's interior block to "working artists" or other craftspersons whose activities would be observable by the public, particularly those related to a maritime theme such as a wooden boat building center.
- Allow a broader range of visitor-oriented artists (artist studios open to the public), and art galleries, maritime-related museums, and other compatible uses on Jefferson Street than in Fish Alley, provided that they preserve the architectural character of the area, serve the needs of visitors and San Franciscans and are compatible with adjacent retail and fishing industry uses.
- Explore the feasibility of a direct connection between the Hyde Street Pier and Fish Alley.

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## Development Standards (cont.)

## Pier 45 East Side

- Develop the Fisheries Center if there is a demonstrated demand for it and it is financially feasible.
- Consider water-taxi, shuttle bus service and other means of reducing traffic congestion if the Fisheries Center is developed.
- Allow parking inside the sheds to support the fishing industry, Fisheries Center, or new uses on Pier 45, or to replace parking that could be relocated from other Wharf sites that are more appropriate for open space. Any shed parking should be oriented towards the interior of the Pier, leaving the eastern sides of the sheds for uses that encourage and enhance public access on the east side of the Pier.
- Provide public access on the eastside of Pier 45 and activate the access with retail, museum, Fisheries Center, assembly and entertainment and other uses in Sheds A and C on Pier 45 to attract the public.
- If feasible, incorporate an appropriately sized open space at the southern end of Pier 45, with an accessory retail use oriented to users of the open space.
- Continue historic ship and ceremonial berthing.

Pier 43½ and the Triangle/  
Seawall Lot 301

- Continue to explore possible relocation sites, including an underground garage, for the Triangle and Pier 43½ parking, provided that relocation sites do not reduce existing parking capacity, and meet the needs of the existing restaurants and Wharf businesses that depend on adjacent parking.
- With the existing long term lessee, explore the feasibility of replacing self parking at Pier 43½ with a smaller valet parking area in order to make more open space available.
- If the Triangle parking is replaced, pursue the possibility of an appropriately sized open space to accommodate day to day Wharf activities as well as special festival or City celebrations.
- Explore the feasibility of replacing retail buildings on the Triangle with a "Market Hall" containing food and flower stalls, indoor and outdoor cafes and other compatible uses, with "transparent" design providing views through the building to the Bay.
- Consider permitting the expansion of commercial uses at Pier 43½ or the Triangle, only if part of a project which attracts local visitors (such as the market hall) and which includes public access and open space improvements, reduction or relocation of existing parking, or other significant public benefits.
- Any expansion of building space at Pier 43½ should not block Bay views from the Mason Street view corridor.

## Development Standards for Other Existing Maritime or Maritime Expansion Areas

### Aquatic Park Docks (Portion of South End Rowing Club & Dolphin Club)

- Continue recreational boating and water activities, including aquatic activities, swimming, rowing, running, and other sports.
- Require compliance with all public access requirements imposed either by the City's Department of Parks and Recreation (which has primary jurisdiction over Aquatic Park) or by BCDC.
- Protect access to the water around the docks for non-members without charge and without time restrictions.
- Encourage additional public access in the area.

### Hyde Street Pier

- Operate the existing pier primarily for a maritime historical park and support functions, including concessions, excursions, related special events and maritime educational programs.
- Use and placement of historic ships should not interfere with the development of the proposed Hyde Street Harbor or other operations of the fishing industry.
- Minimize impacts of exhibits and ships on views of the Golden Gate Bridge.
- Encourage additional free public access in the area.



### Proposed Hyde Street Harbor

- Complete the Hyde Street Harbor as soon as possible.
- Give priority to support services for the Hyde Street Harbor (when completed) and, as space becomes available, in Fish Alley. Provide gear storage, loading and unloading areas, and short and long-term parking as close to the new berths as possible.
- Operate and manage the Harbor to ensure compliance with all applicable environmental and water quality laws and regulations.
- Allow recreational boats to use the Harbor only during times when the Harbor is not fully utilized by the fishing industry.
- Provide public access where it would not conflict with fishing operations.
- Explore the feasibility of a direct connection between the Hyde Street Pier and Fish Alley.



## Development Standards (cont.)

## Inner and Outer Lagoons

- Without detracting from the historic character of the lagoons, retain and improve berthing for a mix of active fishing, historic Monterey, and other boats to ensure that a variety of boats are available throughout the day so that the public has an opportunity to see the working waterfront close at hand.

- Provide a floating dock for loading and unloading gear and people, particularly for the charter sport fishing businesses.
- Allow an informational kiosk to inform the public about the availability of sport fishing and charter tours at this location, provided that it does not interfere with the flow of pedestrians.

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## Pier 45 - West Side

- Give priority to fish handling businesses.
- Allow a retail fish market or similar business at the south end of Shed B.
- Allow fishing and maritime support facilities, maritime offices, or activities related to the fishing industry at the north end of Shed D which is not accessible to the large trucks required for fish handling operations.

- Pursue the feasibility of a cantilevered truck turnaround at the north end of the Pier to facilitate semi-truck turnarounds.
- Control public access in the active fish unloading area on the westside of the Pier so that it doesn't interfere with fish handling.

•  113

## Piers 41½ through 43½ (waterside)

- Continue existing, and promote new and expanded, ferry, excursion boat and water-taxi operations, including new berths and landing facilities, if necessary.

- Provide queuing areas for ferry and excursion boat patrons which protect patrons from inclement weather and have the least possible impact on pedestrian circulation.

•  113

## Pier 39 (waterside)

- Continue to use the area primarily for recreational boating and water use and ferry & excursion boat operations.
- Allow for possible future water-taxi stops to serve waterborne visitors to Pier 39.

- Allow for possible future berths for an ever changing display of historic or ceremonial ships to draw local residents to the waterfront.

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## Development Standards for Other Existing or New Open Spaces and Public Access

### Pier 43 (Ferry Arch)

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- Complete public access and open space improvements planned in conjunction with the Pier 39 Underwater World project.
- Remove the deteriorated portion of Pier 43 that extends into the Bay, north of the Ferry Arch.
- Provide pedestrian connections to neighboring public access areas, while making the Ferry Arch the focal point of the area.

- Allow an accessory retail, amusement and/or visitor-information use to serve the users of the new open space.
- Consider feasibility of accommodating a landing facility for ferries, excursion boats and water-taxis.

### Pier 41

- Continue use as a public access pier atop the Pier 39 West Marina breakwater.
- Maintain the fishing platform at the Bay end of Pier 41.

### Pier 39 Open Space (extending from Pier 41 to Pier 35, along The Embarcadero)

- Continue to provide high quality, well-landscaped open space.
- Improve views of the marina and the Bay, where feasible.





*The Northeast Waterfront extends from Pier 35 to Pier 7 and is part of a former maritime and industrial district which is successfully evolving into a vibrant urban neighborhood.*

## The Northeast Waterfront



Three of the piers in this subarea continue to support industrial cargo shipping operations, which are priority uses in the Plan. However if, as expected, cargo activities ultimately consolidate in the Southern Waterfront, the Plan encourages reuse of these piers. Any new mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses and public access activities which appeal to the local and regional population. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.



## Objectives for the Northeast Waterfront

**Maximize opportunities for the retention of maritime operations.**

The Northeast Waterfront has undergone great change in the last 25 years, like much of the formerly industrial waterfront north of China Basin. While several of the finger piers still support maritime functions, only three piers continue to function exclusively as cargo-shipping related facilities: Piers 27-29 are operated as a newsprint shipping terminal and Piers 15-17 and 19-23 are used for cargo warehousing and transshipment, and the Port's Foreign Trade Zone. The Port's passenger cruise terminal is located at Pier 35, and Pier 31 ½ is the site of an excursion boat operation. The Northeast Waterfront includes sites for a number of other maritime support activities, such as tug and tow boat berthing at Pier 15 and the headquarters of the San Francisco Bar Pilots Association at Pier 9. The striking series of pierhead and bulkhead buildings on Piers 9, 15, 19, 23, 29, 31, 33 and 35 provide this area with a unique architectural, historic and maritime character.

*Pier 31 & 33 pierhead and bulkhead buildings near the foot of Bay Street*



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In spite of the maritime activities still present in the Northeast Waterfront, the transformation of lands adjacent to the Port to mixed commercial and residential uses has introduced conditions which, over time, have reduced the viability of the area for cargo shipping and its related support operations. The evolution of the larger area has changed the function of The Embarcadero from an industrial service road accessing the piers, to a ~~major arterial in the City's transportation system. With construction of the Waterfront Transportation Projects, The Embarcadero will be recast as a~~ beautified urban boulevard with enhanced public transit, further impeding freight access to the piers.

It is likely that the remaining cargo activities in the Northeast Waterfront will eventually follow the path of the vast majority of the Port's cargo-related operations by relocating to the southern waterfront. However, other non-cargo maritime activities should thrive in the heavily traveled Northeast Waterfront, through the expansion and improvement of excursion boats, water taxi operations, recreational boating, berthing of pilot boats, tugboats and historic ships, and passenger cruises. Unlike cargo operations, these commercial- and recreation-oriented maritime activities are compatible with waterside public access improvements, and would therefore be enjoyed by all people of the City and State.

**Activate this area with an array of uses which establish a daytime and nighttime presence, but are not primarily tourist-oriented.**

New activities in the Northeast Waterfront should build upon the varied land use pattern in the surrounding area, extending the urban edge of the City to the waterfront. The mix of activities should reflect the City's cultural diversity, and appeal to the local and regional population, thereby providing entertainment and commercial recreation venues distinctly different from the more tourist-oriented activities in Fisherman's Wharf.

Existing land uses on Port property and property adjacent to the Port provide a rich context to support new activities along the waterfront. Along The Embarcadero, existing developments on Port seawall lots include the Francisco Bay Office Park between Sansome and Bay Streets (SWLs 315, 316, 317), Fog City Diner at Battery Street (SWL 319), and the landmark Belt Railway Roundhouse office building at Lombard Street (SWL 318). Developments outside of Port jurisdiction include the Levi Plaza office and retail complex, and many office and design-related businesses in restored historic buildings along Battery and Sansome Streets. In addition, the inland area includes established residential enclaves at the foot of Telegraph Hill and in the Golden Gateway mixed-use complex. This area, transformed from its industrial beginnings, is now regarded as a stable and desirable urban location.

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The mix of uses found in inland locations highlights the need for people-oriented activities on surplus piers. Because of the formerly industrial focus of the area, most of the piers have not been designed with amenities or features that serve the general public. Currently, the one major public amenity in the area is Pier 7, a ~~recently constructed~~, award-winning public access and fishing pier that extends 900 feet into the Bay. Further north, a few



restaurants and bars such as the Pier 23 Cafe provide limited commercial services to passersby. These commercial activities, which have co-existed with neighboring maritime operations, should be expanded wherever possible.

Many of the piers not in exclusive cargo-related use should accommodate activities which integrate new public access with existing and expanded maritime operations. Similarly, the five underutilized seawall lots (SWLs 314, 321, 322-I, 323, 324) which are currently used for surface parking and a gas station should be developed with uses which activate the waterfront and are integrated with adjacent uses. If developed in conjunction with the piers, these seawall lots could provide support space and ancillary parking for pier activities, as well as sites for mixed-use hotel, office or residential developments with ground floor retail uses. In addition, the seawall lots should provide a smooth transition from inland neighborhood uses to shoreline improvements, making the area inviting to local residents.



*The Northeast Waterfront*



**Protect and enhance the historic maritime character of the area.**

New development in the Northeast Waterfront should be sensitive to the rich maritime history that is preserved in the Northeast Waterfront Historic District, the ribbon of pierhead and bulkhead buildings along The Embarcadero, and the remaining maritime activities on many of the piers. This should be accomplished by integrating maritime activities with commercial recreation activities on surplus piers, and requiring building and site designs which balance the need for new activities with the area's historic maritime character. Fortunately, many of the architecturally rich brick and concrete structures originally built for maritime and industrial operations have been renovated for modern office and retail uses, thereby preserving the character of the Historic District while establishing a strong economic base. Five Port seawall lots are included in the Historic District, four of which are undeveloped. Development of any one of these parcels must therefore include a design which reinforces and enhances the unique character and history embodied in the Historic District.

**New development should highlight the location of the area as a gateway to the North Beach and Chinatown neighborhoods to the west, and Fisherman's Wharf to the north.**

The Northeast Waterfront is located at the crossroads between the City's downtown district, North Beach and Chinatown neighborhoods, and Fisherman's Wharf. These areas rely heavily on The Embarcadero as a main point of access by visitors and residents alike, particularly since the demolition of the Embarcadero Freeway. New development along The Embarcadero, particularly near Broadway and Bay Streets, should be designed to provide an orientation point for entrance into these nearby districts.

**Provide new public access amenities which highlight newly created points of interest.**

In spite of a shortage of waterside public amenities in the area, The Embarcadero is a magnet for bicyclists, skaters, walkers and joggers. While the Waterfront Transportation Projects will provide major aesthetic, transit and pedestrian improvements along The Embarcadero, there is a need to expand public access onto the piers themselves, including places for people to relax and enjoy the views, and experience the water's edge.

Where feasible, the PortWalk should link the pier perimeters, offering pedestrians the pleasure of strolling leisurely from one activity to another, and connecting with the Waterfront Transportation Projects pedestrian improvements and the Pier 7 public access pier. The PortWalk would provide a new way for the public to enjoy the sights and sounds of the waterfront while allowing, but not requiring, interaction with the various entertainment and other activities which would be offered along the way.



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# THE NORTHEAST WATERFRONT ACCEPTABLE LAND USE TABLE (1, 2, 3)

## Key

- A = Acceptable Use  
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Water Taxis																															
Open Spaces/Public Access																															
Open Space																															
Public Access																															
Residential Uses																															
Residential																															
Commercial Uses																															
Artists/Designers																															
Assembly and Entertainment																															
General Office (6)																															
Hotels																															
Museums																															
Parking																															
Retail (includes restaurants)																															
Recreational Enterprises																															
Visitor Services																															
Warehousing/Storage																															
Wholesale Trade/Promotion Center																															
Other Uses																															
Academic Institutions																															
Community Facilities																															
General Industry																															
Power Plant																															
Sports Facilities																															
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\* General Office is an acceptable use in non bulkhead/pierhead annex buildings fronting on The Embarcadero.

## Table Notes

- This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.

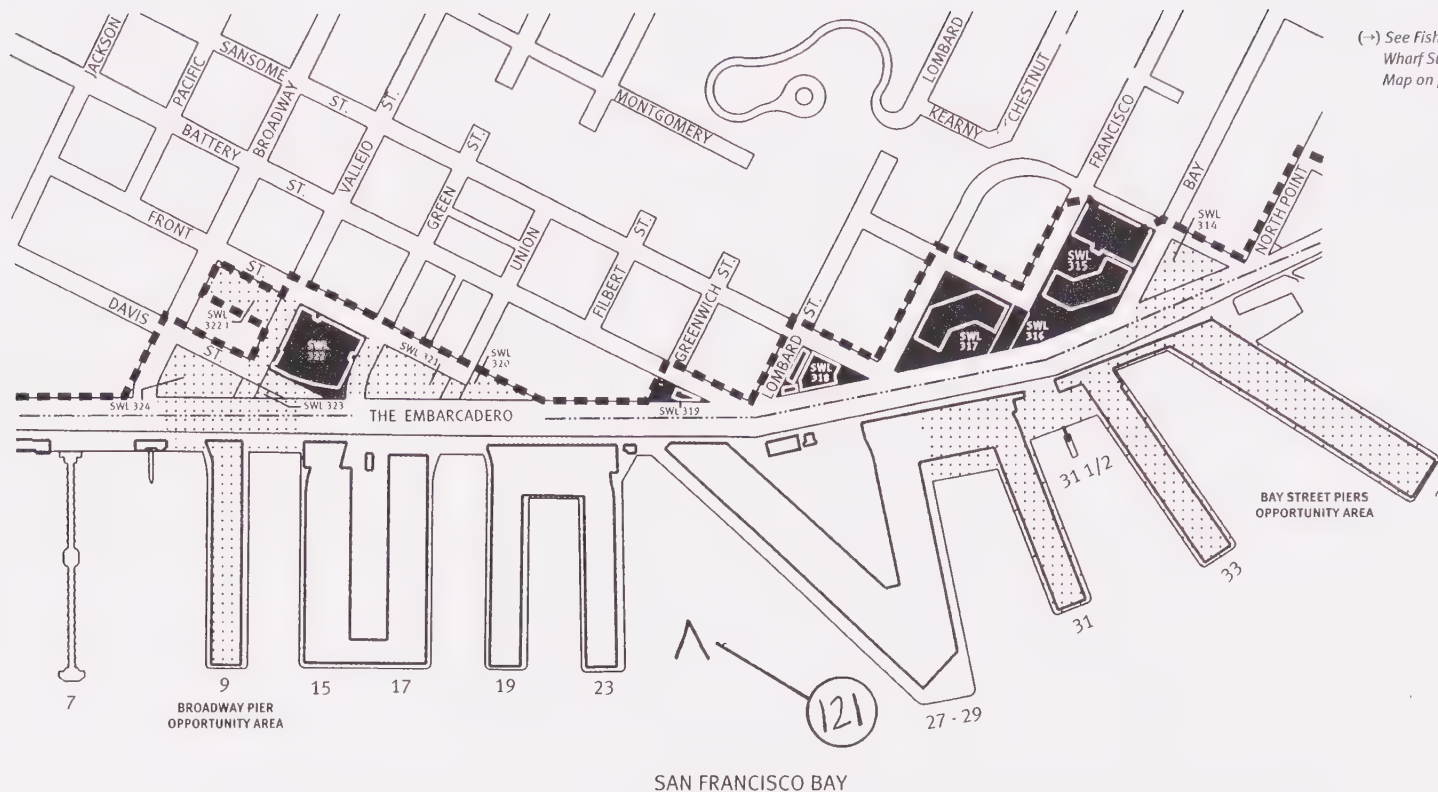
- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.
- Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.



# THE NORTHEAST WATERFRONT SUBAREA

(←) See Ferry Building Waterfront Subarea Map on page 113

(→) See Fishermans Wharf Subarea Map on page 81



## Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Transitional Maritime Areas
- Other Public Access & Open Space Areas
- Existing (Long-Term) Commercial Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

## Map Notes

- 1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "1/2". e.g. Pier 31 1/2 is located between Pier 31 & Pier 33.
- 2 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new developments.

--- San Francisco Municipal Railway (MUNI) 'F-Line': An extension of the F-Line from Market Street north to Fisherman's Wharf, featuring the City's historic streetcar collection.

■■■■ Waterfront Plan Project Area Boundary

SWL Seawall Lot

- 3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



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## Development Standards for Mixed Use Opportunity Areas

### Bay Street Pier Mixed Use Opportunity Area

The Bay Street Pier Mixed Use Opportunity Area includes Piers 35, 33, and 31 and Seawall Lot 314 located at the threshold of Fisherman's Wharf. Through careful integration of uses on Seawall Lot 314 and Pier 35, development of this Opportunity Area will establish a clear entry point to one of the most popular visitor destinations in the country.

Pier 35 is currently the Port's passenger cruise terminal. Although cruise passengers have long viewed San Francisco as one of the most beloved ports of call in the world, recent trends have limited the number of cruise calls to an average of 44 per year (see Appendix A). Nevertheless, industry officials consider this Opportunity Area to be a highly desirable and convenient location for the limited amount of cruise activity in San Francisco. On the other hand, Pier 35 lacks most amenities provided in modern cruise terminals and, because of its long and narrow shape and other physical constraints, passengers and ships cannot be efficiently served.

If San Francisco captures more cruise business in the future, a modern terminal facility could be developed by combining Piers 35 and 33, which would likely require some new fill between the piers. In combination with other attractions such as a public events facility, a modern cruise terminal could establish a visually exciting gathering place and extend the PortWalk throughout the complex.

Development on Seawall Lot 314 should relate to improvements on Piers 35 and 33. For example, a landside hotel, consistent with existing height and bulk limitations for the site, would complement a cruise terminal or public events facility. Successfully designed and executed, these activities would frame The Embarcadero and provide a fitting entrance to Fisherman's Wharf.

If Pier 33 is not developed as part of a cruise terminal, or if Pier 35 ceases to be operated as a cruise terminal, these piers should still provide new entertainment and other assembly activities, such as a conference center. In addition, other maritime activities such as the excursion boat terminal should be retained.

Pier 33 currently operates primarily as a warehouse, with maritime and general offices in the adjacent bulkhead building. In recent years, a number of fish processing businesses have also occupied this facility. Pier 31 also currently operates as a warehouse facility and its long-term future use will depend on changes in the cargo shipping operations on adjacent piers to the south, or new public attractions on Piers 33 and 35 to the north. These warehouses are valuable revenue-sources for the Port, in light of the steady market demand that exists for storage facilities. Warehousing should therefore be permitted as an interim use on these two sites.

## Bay Street Pier Mixed Use Opportunity Area

### Development Standards (cont.)

- If existing cruise terminal operations remain at Pier 35, improve facilities where feasible, by upgrading the decor of the terminal, and providing elevators, public access, and bon voyage areas.
- Promote shared uses in the cruise terminal which highlight the terminal's function as a gathering place for people and maintain year-round activity even when ships are not in port.
- If Pier 35 ceases to be used as a cruise terminal, permit entertainment and assembly activities that foster public enjoyment in the area.
- Any new cruise terminal, whether on Piers 33 and 35 or another site, should include the following features:
  - a Two berths.
  - b Separate areas that are sufficient in size to serve ships and passengers.
  - c Major public access features, including a bon voyage area.
  - d Sufficient taxi, bus and car drop-off and pick-up areas.
  - e Retail, exhibits, and other attractions to complement the cruise operations.
  - f Parking and other transportation programs to minimize traffic congestion in the area when passengers are embarking and disembarking.
- On Pier 35 and Seawall Lot 314, promote active, publicly-oriented uses which are designed to provide a fitting gateway to Fisherman's Wharf.
- Maintain Bay Street as a major view corridor.
- ~~The issue of preserving the Piers 31, 33, and 35 pierhead building facades, in the context of the basic integrity of the series of pierhead and bulkhead buildings along The Embarcadero, should be addressed in the comprehensive urban design and historic preservation guidelines which will be prepared for the Port, as recommended in this Plan.~~
- Promote excursion boats, water taxi, historic and ceremonial ship berthing and other maritime activities.
- ~~Permit warehousing on Pier 33 as an interim use.~~
- Permit a broad range of interim uses (including warehousing) on Pier 31 because it is most likely to continue to operate as a support facility rather than as a primary location for major maritime or non-maritime activities.



### Broadway Pier Mixed-Use Opportunity Area

The Broadway Pier Mixed-Use Opportunity Area includes Pier 9, Seawall Lots 321, 322-I, 323, and 324. The seawall lots, which are currently used for surface parking, are among the most valuable of all the Port's real estate assets because of their prime location adjacent to downtown, the Pier 7 public access and fishing pier, and the Golden Gateway mixed-use residential neighborhood. These parcels have high near-term revenue-generating potential for the Port, and optimizing revenue should be a strong consideration in their development.

The neighboring mix of residential, office and small-scale retail activities suggests a broad range of use opportunities for the seawall lots in this Opportunity Area. In addition, Pier 7 provides a tremendous public open space amenity and focal point which will further enhance the character of new development.

With the demolition of the Embarcadero Freeway along Broadway, waterside activities can be visually and physically integrated with the Golden Gateway neighborhood. For example, Pier 9 is a desirable location for a sailing center where boating services, boat rentals, transient boat berthing (including berths for large yachts), and sailing events could take place on the south side of the pier in full view of onlookers strolling along The Embarcadero and Pier 7. A sailing center would complement the San Francisco Bar Pilots Association operations headquartered on the eastern portion of the pier. Expansion of public-oriented waterside activities will also create a more desirable setting for new commercial uses (including a hotel) or residential development on adjacent inland property, particularly Seawall Lots 323 and 324. These parcels are pivotal sites for weaving the waterfront into the broader City context.

To a large extent, development of Seawall Lot 321 likely will depend on the future of the Pier 15-17 cargo warehouse, a Transitional Maritime Area located immediately across The Embarcadero. Like Seawall Lots 323 and 324, Seawall Lot 321 is a key site for infill commercial and residential development which would extend City life out to The Embarcadero.

The seawall lots in this Opportunity Area are included in the Northeast Waterfront Historic District. The design of new development ~~therefore~~ must respect and enhance the historic and architectural character of adjacent development.

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## Development Standards (cont.)

**Broadway Pier Mixed-Use Opportunity Area**

- 126 • Design new developments to focus on and further enhance the Pier 7 public access and fishing pier.
- 126 • Design new seawall lot developments in a manner that respects the rich architecture in the Northeast Waterfront Historic District.
- 127 • Include design features in any new commercial or residential development on Seawall Lots 323 and 324 that highlight the intersection of Broadway and The Embarcadero as an entrance to Chinatown and North Beach, and as an orientation point along the waterfront.
- Encourage publicly-oriented recreation and entertainment activities on Pier 9 which are compatible with the San Francisco Bar Pilots Association administrative headquarters, water taxi operations, and berthing of pilot, tug and tow, and ferry and excursion boat vessels.
- Maintain and enhance views of the waterfront from Broadway.
- Design transportation access to seawall lot developments so as to minimize congestion on Broadway and The Embarcadero.

*Pier 7 public access pier*

## Development Standards for Transitional Maritime Areas

### Piers 15-17, 19-23, 27-29

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These piers are designated as Transitional Maritime Areas in recognition of the trend toward consolidating cargo operations in the southern waterfront. However, cargo-related operations at these facilities should be allowed to remain as long as the Port determines them to be economically and operationally viable.

In the event that these facilities are no longer required exclusively for maritime operations (See Chapter 3 discussion of Transitional Maritime Areas to determine whether they are surplus sites), reuse of the facilities should include a mix of maritime and commercial activities that respond to the goals stated for the Northeast Waterfront. Because these facilities extend 2,400 feet along The Embarcadero, new uses will heavily impact the overall character of the area. This influence is particularly noteworthy for Piers 15-17, which face four of the Port's vacant seawall lots.

Piers 27-29 and 15-17 provide key opportunities for publicly-oriented activities because of the large surface area of each facility. Either site could be a location for a public market or family-oriented entertainment facility, which could include educational and cultural themes that distinguish the attraction from others which are geared toward tourists.

Piers 27-29 also could provide a desirable site for a modern cruise terminal. The site is large enough to meet the operational requirements of a new terminal, and provide for other publicly-oriented commercial activities to maintain a lively presence in the area when ships are not in port.

### Development Standards

#### Piers 15-17, 19-23, 27-29

- Operate Piers 15-17 as a cargo-support warehouse facility as long as necessary, unless it is possible to relocate this operation to alternate upland locations, or to maritime areas in the southern waterfront.
- Operate Piers 19-23 as a duty-free Foreign Trade Zone warehouse serving the Port's cargo shipping and cruise businesses as long as necessary, unless it is possible to relocate it to alternate upland sites, and/or consolidate some of this activity with the Port's cruise terminal operations.
- Continue tug and tow berthing and repair operations on Piers 15-17 or other piers in the Northeast Waterfront as long as possible and practical.
- Permit accessory, non-maritime commercial uses or community facilities in pierhead, bulkhead or incidental buildings fronting on the east side of The Embarcadero, if the space is not needed for maritime-related operations.



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## Development Standards (cont.)

CONTINUED

- If the Transitional Maritime Areas are no longer necessary for cargo shipping related uses, pursue a mix of activities that achieve the following:
  - a Provide publicly-oriented commercial recreation uses such as family- oriented entertainment, incorporating cultural, educational or other themes that appeal particularly to residents of the City and the Bay Area.
  - b Include commercial and recreation maritime activities such as historic ships, excursion boats, or cruise operations as an integral part of the mix of uses, to the maximum feasible extent.
  - c Arrange and design uses on the piers to maximize public appreciation and enjoyment of the waterfront setting by offering new viewing opportunities, promoting waterborne transportation services, and including an integrated public access program.
  - d Provide varied public access improvements such as a PortWalk which organizes circulation on the pier, provides access along the pier perimeter to the maximum possible extent, incorporates plazas in which people can congregate, and

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includes landscaping and other treatments which enhance the aesthetic quality of public access features.

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- Plan new uses on the piers to relate to new development on adjacent seawall lots. ~~If feasible, develop urban design guidelines for the entire area, including Piers 9, 15, 17, 19, 23, 27, 29, and Seawall Lots 321, 323, 324, prior to pursuing individual development projects.~~
- Ensure that the exterior architectural and design aspects of new pier activities are sensitive to and enhance the rich historic industrial maritime character embodied in significant Port structures along The Embarcadero and the adjacent Northeast Waterfront Historic District.
- Promote public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities.

## Development Standards for Other Existing or New Open Spaces and Public Access

## Pier 7

- Provide improvements, such as public information kiosks, nearby public restrooms, and sales of refreshments from a limited number of pushcarts, to increase public use and enjoyment of this unique waterfront open space resource, while maintaining an orderly, uncluttered appearance.
- Improve regular maintenance of Pier 7.

*The Ferry Building Waterfront extends  
from the Pier 5 bulkhead building to the site  
of the future Rincon Park near Pier 22.*

## The Ferry Building Waterfront

The focal point of this area is the historic Ferry Building. With the removal of the Embarcadero Freeway, the Ferry Building and its environs are re-emerging as a site of proud civic importance to The City. Restoring the Ferry Building to its historic role as a bustling transportation hub and elegant centerpiece of the waterfront is one of the highest priorities of the Plan. Downtown workers, neighbors and visitors will flock to the area's new ferries, hovercraft and excursion boats, public market, conference facilities, retail establishments and other public-oriented activities. The Port already is laying the groundwork for this transformation, including seismic upgrades, design studies, funding initiatives and environmental review for the Ferry Building project. On the waterside, construction of the Downtown Ferry Terminal project will provide new berths for expanding regional ferry service.



## Objectives for the Ferry Building Waterfront

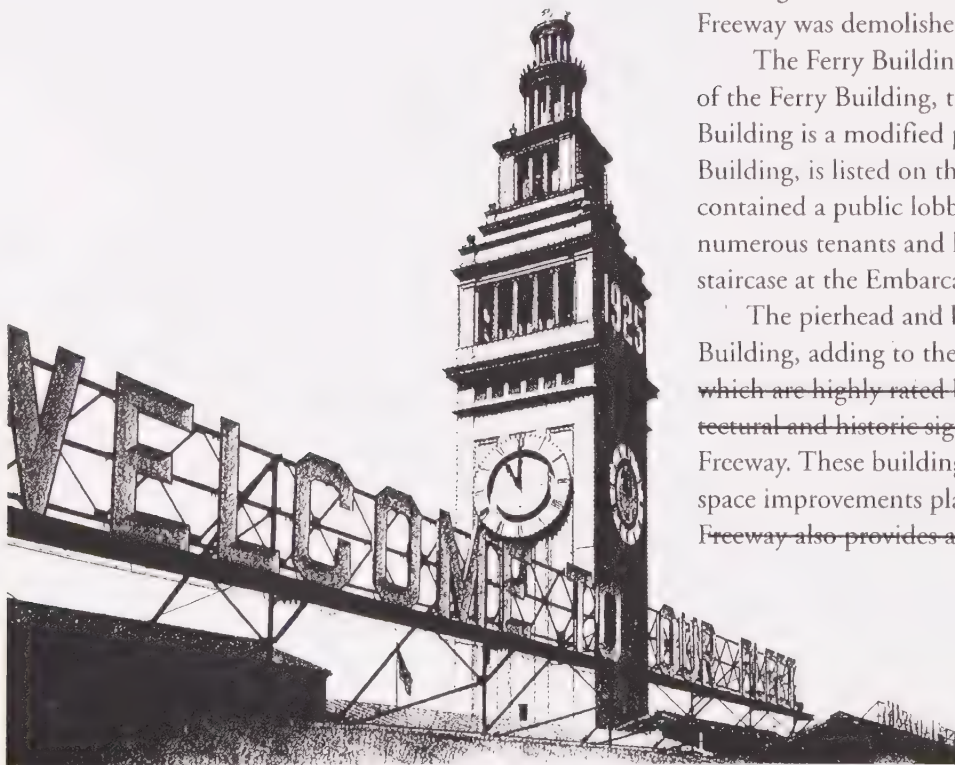
**Preserve and restore historic structures on the Ferry Building Waterfront, both to recall the area's historic use and to accommodate new uses.**

The Ferry Building area offers a prime opportunity for preserving the historic context of the waterfront, while also providing for new and revitalized activities along the shore. The Ferry Building is a City landmark that also is listed on the National Register of Historic Places. Originally named the Union Depot and Ferry House, this stately structure, with its clock tower situated at the terminus of the Market Street corridor, marks an historic entry and departure point for the City. Although once a bustling ferry terminal, the building currently is used mostly for offices, including the Port's administrative headquarters, as well as many businesses active in international trade.

In spite of the fact that the Ferry Building is the centerpiece of the waterfront and a key orientation point for the downtown, it currently lacks the sense of place and purpose that should be accorded a building of such historic importance. In the late 1950s and early 1960s, both the north and south wings of the building were altered. These "modernization" efforts, widely considered an affront to a once grand example of Neo-Classical Beaux Arts architecture, included reconfiguration of the building's ground floor uses in such a way as to confound, if not actually discourage, the public from entering or walking around the building. The impact of these significant modifications became more evident to the general public after the Embarcadero Freeway was demolished in 1992.

The Ferry Building Waterfront also hosts other significant architectural structures. To the south of the Ferry Building, the former U.S. Agriculture Building is used for offices. The Agriculture Building is a modified palazzo building with Renaissance ornamentation and, like the Ferry Building, is listed on the National Register of Historic Places. Originally the Agriculture Building contained a public lobby with offices above. The interior of the building has been modified by numerous tenants and little remains today of the original elements or materials, except for the staircase at the Embarcadero entrance.

The pierhead and bulkhead structures of Piers 1 through 5 are visually connected with the Ferry Building, adding to the strong architectural and historic character of this area. These structures, which are highly rated by the Foundation for San Francisco's Architectural Heritage for their architectural and historic significance, were also previously cut off from the City by the Embarcadero Freeway. These buildings will become even more prominent as a result of the roadway and open space improvements planned for the area. On the other hand, the removal of the Embarcadero Freeway also provides an opportunity to consider whether some part of any structures around the



Ferry Building circa 1925

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~~Ferry Building should be removed to open up views to the Bay. Preparation of the urban design guidelines called for in this Plan offer the opportunity to further consider the costs and benefits of such action.~~

The Embarcadero Freeway demolition has focused public attention on the Ferry Building Waterfront, recalling a time when the area served as the primary gateway to the City. The challenge today is to return these functions to the area and to introduce new activities and connections to the water, while also restoring the area's historic dignity and maritime character. The restoration and adaptive reuse of the Ferry Building and the surrounding buildings and piers are critical to the reunification of the City with its waterfront, and to reestablishing the Ferry Building's civic importance. The Ferry Building restoration should continue to be one of the highest priorities of the Port Commission.

**Provide maritime facilities for ferry and excursion boats, recreational boats, historic ships, and ceremonial berthing.**

In the early 1980's, all the finger piers between the Ferry Building and Pier 22½ were removed and replaced with the Embarcadero Promenade, a public accessway that provides welcome relief from the urban congestion of downtown. Except for ferry operations at the Ferry Building, ferry and excursion boat operations at Pier 1, and historic ship docking at Pier 3, maritime activities are no longer significant in this area. As an integral part of revitalizing the Ferry Building Waterfront, new maritime activities should be developed for the public to enjoy.

In particular, because of its close proximity to transit and downtown, this area is a prime location for: 1) expansion of ferry operations to meet the Metropolitan Transportation Commission's projections for increased ferry ridership in the Bay area; 2) excursion boat operations that require high visibility and close proximity to downtown; 3) historic ships and ceremonial ships to draw people to the waterfront; and 4) recreational boat moorings to permit boaters to stop and enjoy downtown San Francisco for the day. Additionally, this area offers a prime opportunity to accommodate new modes of waterborne transportation, including water taxis and airport hovercrafts, because of its proximity to the downtown commuter, business and tourist centers.

**Provide a mix of uses that emphasizes the civic importance of the area, generates waterfront activity and serves San Franciscans and visitors alike.**

The Ferry Building Waterfront abuts downtown San Francisco's diverse mix of urban activities. Although this downtown area is dominated by highrise buildings, the edge closest to the water is characterized by smaller scale commercial structures and large open spaces such as Justin Herman Plaza. The northern part of the area is adjacent to Golden Gateway, a waterfront neighborhood containing low to high-rise residential and commercial development. The southern part of the area is adjacent to the emerging Rincon Hill and Rincon Point mixed commercial and residential districts. In addition to the maritime activities discussed above, non-maritime land uses occurring on Port property include offices, restaurants, retail, parking, public access and a service station.

*A vision for new activities at the Ferry Building*

**Extend the Port Walk through the area, providing more convenient, direct and aesthetically pleasing public access connections to open space areas and the Bay.**

Currently, there are many public access opportunities in this area, including the Embarcadero Promenade, public access at Pier 3, the Ferry Plaza and Justin Herman Plaza. However, because most of these areas are not particularly well connected to the City and to each other, they are not well used. Ferry Plaza, located on the east side of the Ferry Building, provides a mix of activities to serve the public, including the Golden Gate Ferry Terminal, Gabbiano's Restaurant, public access on top of the Golden Gate Terminal and along the south and east sides of the Plaza, and open space in the center of the Plaza. Unfortunately, pedestrian flow between The Embarcadero and the Plaza is impeded by parking along the south side of the Ferry Building, and the only access through the Building itself is a dark, seven foot wide walkway in the middle of the south wing.

A similar problem exists at Pier ½ on the north side of the Ferry Building, where parking lies between The Embarcadero and the North Ferry Terminal. Because the public cannot walk along the Bay between the Ferry Plaza and Pier ½, ferry riders who go to the wrong terminal must return to The Embarcadero and walk around

New open spaces and ancillary commercial developments have been proposed for the mostly non-Port properties immediately across The Embarcadero which were vacated through demolition of the Embarcadero Freeway.

Because of its central and very visible location, the diversity of adjacent uses, and the significant transportation and open space improvements planned or under way for the broader area, the Ferry Building Waterfront should host an exciting array of maritime, commercial, civic, open space, recreation and other waterfront activities. New uses should draw people into the Ferry Building, so that it becomes a more inviting, lively and interesting place to be—a destination in its own right. The area should provide both a place for downtown workers to enjoy lunchtime or after hours activities, as well as a destination for other San Franciscans and visitors who might not ordinarily come to the area during the course of their daily routine. New uses should generate activity during evenings and weekends to complement the weekday office uses in the adjacent downtown.

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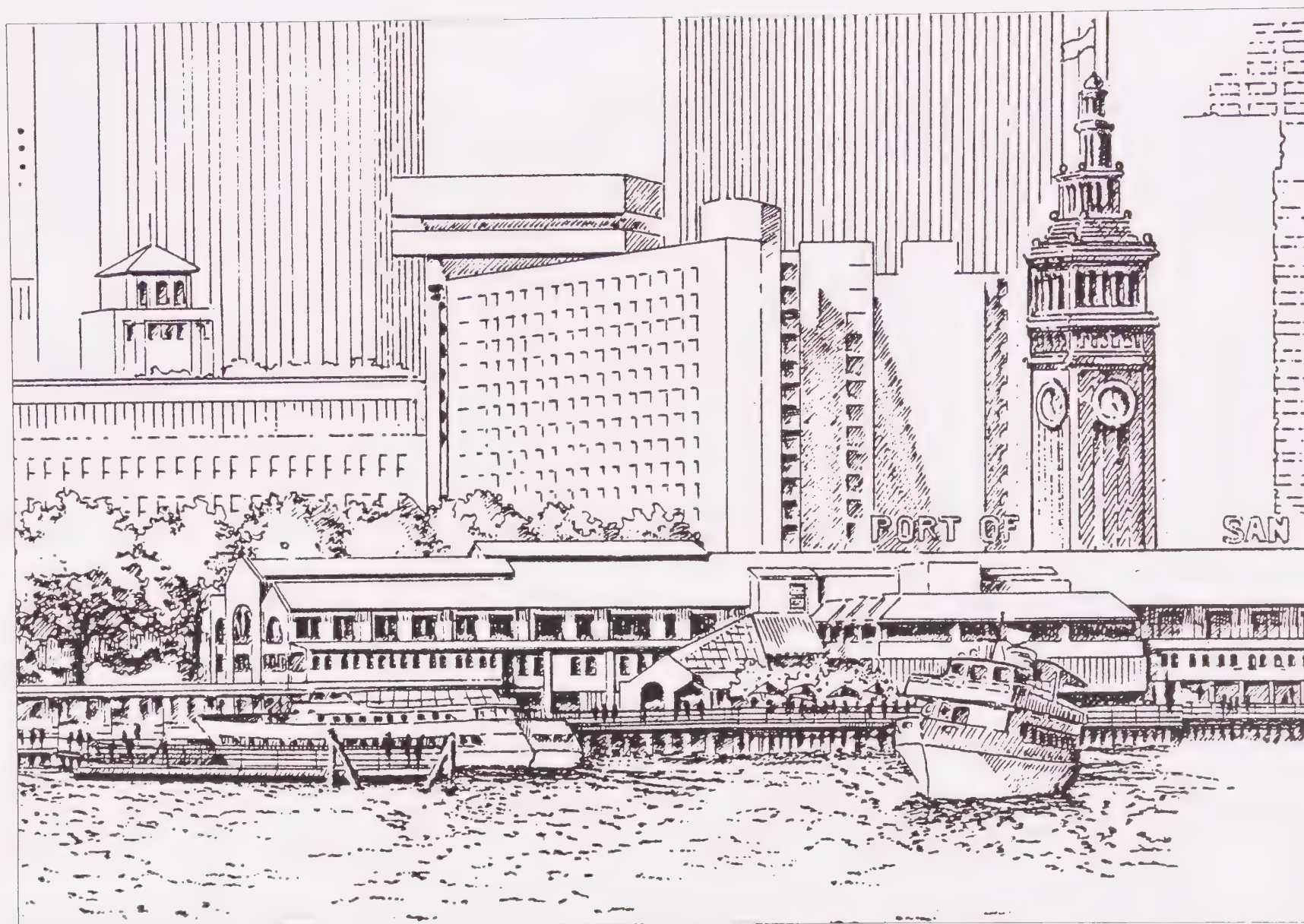
the Ferry Building to reach their destination. The challenge in these areas is to find the proper balance between parking and circulation, public access and open space.

Studies are under way for open space improvements in front of the Ferry Building to extend the open space system on the other side of The Embarcadero, in Justin Herman Plaza and the area under the former Clay/Washington Street freeway ramps. The goal is to create a grand civic open space that relates to the newly visible Ferry Building and waterfront, which would establish a dramatic element along the PortWalk. New development and improvements along the Ferry Building Waterfront should therefore seek to further enhance the PortWalk, connecting with existing open space areas, as well as to new open space at Rincon Park, and new pedestrian improvements that are part of the Waterfront Transportation Projects.



*The public enjoying the Embarcadero Promenade*





*Plans for expanded ferry operations at the Ferry Building*

**Restore the Ferry Building Waterfront as a major transit center by improving transit access and transfers among water and land transportation modes.**

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The 1989 Loma Prieta earthquake triggered a dramatic increase in the demand for ferry service to and from downtown San Francisco. Last year, commuter and recreational passengers made 2.8 million ferry trips, and this number is expected to grow to over 4 million during the next decade (See Appendix A for more information on ferries). New modes of waterborne transportation, including airport hovercrafts and water taxis are being explored. These trends indicate the need to provide more facilities and services to accommodate waterborne travelers. The Ferry Building Waterfront clearly is the best place to meet this need, a conclusion supported by the Metropolitan Transportation Commission's Regional Ferry Plan, which encourages coordination of ferry schedules to allow inter-ferry transfers at the Ferry Building.

Further increases in ferry ridership also are likely to result from the conversion of Treasure Island from military to civilian use. ~~Although reuse plans for Treasure Island are in their infancy,~~ any major new uses will require creative means of transporting people to the island because of the Bay Bridge's limited capacity to handle more traffic flow.

In combination with nearby BART and MUNI service, the Waterfront Transportation Projects also will emphasize the important role this area plays in moving people in and out of the City, and up and down the waterfront. Redevelopment of the Ferry Building and environs should maximize convenience of connections between landside and waterside transportation modes. The Port should promote a direct, continuous transit line between the northern and southern waterfront and, in particular, between the F-Line and the MUNI Metro extension when funding permits. Direct, continuous transit lines along The Embarcadero that do not require transfers will encourage the public to use transit rather than private cars. On the waterside, ferries and water taxis should connect the Ferry Building with other waterfront locations, including Fisherman's Wharf, Mission Bay, Candlestick Park, regional airports, Treasure Island and other locations.

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**Provide efficiently planned parking and loading facilities to serve new activities in the area.**

The expansion of ferry operations and the provision of new means of waterborne transportation, combined with increasing roadway congestion will, over time, divert automobile drivers to other modes of transit. Nevertheless, maintaining parking in the area is a key concern for Port tenants, and has presented a stumbling block to past efforts to redevelop the Ferry and Agriculture Buildings.

Since the earthquake and demolition of the Embarcadero Freeway, the amount of off-street parking in the area has been significantly reduced. The economic viability of the Ferry Building and Agriculture Building renovations depends, at a minimum, on limited amounts of short-term parking for tenants and visitors, automobile drop off and pickup areas to serve the transportation and commercial functions of the Ferry Building, loading and unloading areas to serve potential retail functions in the buildings, and transportation staging areas. Loss of parking and loading areas may limit the Port's ability to successfully redevelop the Ferry and Agriculture Buildings, accommodate certain desirable uses like a public market or excursion boats, or successfully develop other properties in the area like Piers 1 and 3.

Currently Pier 1 is used for parking on an interim basis. However, to facilitate the rejuvenation of the area, it may be beneficial to allow this parking to remain over a longer period of time. Although other parking solutions should be examined, permitting some parking in Pier 1 may prove to be the most practical, effective and aesthetic way to address the parking needs in the area since the Pier building encloses and screens vehicles from view.

The projected loss of waterfront parking and the need to replace it to serve existing and future Port activities requires a creative solution to rationalize parking in the broader area. This should be an objective of the mid-Embarcadero roadway design process currently underway.

**Physically and visually integrate the Ferry Building and environs with their spectacular City and Bay settings.**

After the Embarcadero Freeway was built, little attention was paid to ensuring that the design of facilities on each side of The Embarcadero were physically or visually connected. In fact, landside improvements were designed to face away from the waterfront to buffer against freeway noise and traffic. At the same time, the public paid little attention to the waterfront facilities because they were not seen from the other side of The Embarcadero. Now that the Freeway is gone, special consideration should be given to urban design features that are in keeping with and enhance the historic maritime character and architectural value of the waterfront facilities, and that reconnect the Ferry Building area to the City and the Bay. Public views from, through, and around the Ferry Building should provide new opportunities to observe maritime activities and the Bay.

**Pursue a mix of public and private resources to achieve an appropriate quality and mix of uses.**

In general, San Francisco's downtown is an active, mixed-use environment that hosts a range of activities and services for downtown employees and residents. Yet for the most part, Port properties in the area have not enhanced or benefitted from this setting. Demolition of the Embarcadero Freeway and construction of the planned roadway improvements have stimulated public and private sector interest in restoration of this area. The Ferry Building area therefore offers perhaps the best opportunity on the waterfront for a successful public and private partnership to provide new public amenities, jobs and other benefits to the Port, the City and the region. The high costs of historic renovation will require a creative financing approach if the Ferry Building and environs are to offer a large public component that will attract people to the waterfront. In the Ferry Building itself, there should be a mix of public and commercial uses to ensure the market and financial feasibility of this critical renovation project.



# THE FERRY BUILDING WATERFRONT ACCEPTABLE LAND USE TABLE (1, 2, 3)

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## Key

- A = Acceptable Use  
 E = Existing Acceptable Use (1)  
 E/I = Existing Use/May Continue As Interim Use  
 X = Accessory Use  
 E/X = Existing Accessory Use

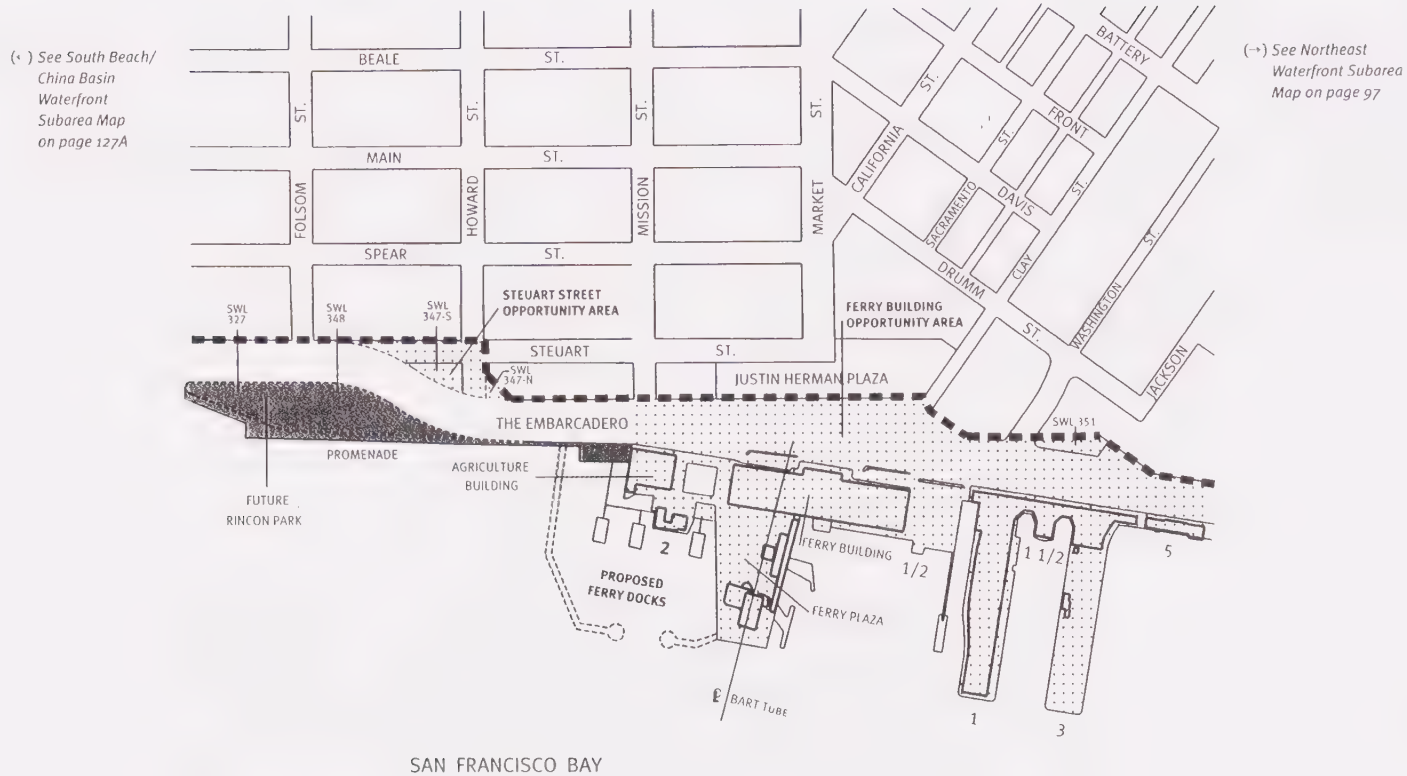
Maritime Uses (5)																															
Cargo Shipping																															
Fishing Industry																															
Ferry and Excursion Boats																															
Historic Ships																															
Maritime Office																															
Maritime Support Services																															
Passenger Cruise Ships																															
Recreational Boating and Water Use																															
Ship Repair																															
Temporary and Ceremonial Berthing																															
Water Taxis																															
Open Spaces/Public Access																															
Open Space																															
Public Access																															
Residential Uses																															
Residential																															
Commercial Uses																															
Artists/Designers																															
Assembly and Entertainment																															
General Office (6)																															
Hotels																															
Museums																															
Parking																															
Retail (includes restaurants)																															
Recreational Enterprises																															
Visitor Services																															
Warehousing/Storage																															
Wholesale Trade/Promotion Center																															
Other Uses																															
Academic Institutions																															
Community Facilities																															
General Industry																															
Power Plant																															
Sports Facilities																															
Transportation Services																															

## Table Notes

- This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.
- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.
- Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

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# THE FERRY BUILDING WATERFRONT SUBAREA



## Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

## Map Notes

- 1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "1/2", e.g. Pier 1 1/2 is located between Pier 1 & Pier 3.
- 2 Embarcadero roadway and rail improvements are under design within this area; the final alignment is not known at this time.
- 3 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new development.

--- Waterfront Plan Project Area Boundary

SWL Seawall Lot

- 4 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



NORTH

0 175 350 700

## Development Standards for Mixed Use Opportunity Areas

### Ferry Building Mixed Use Opportunity Area

The Ferry Building Mixed Use Opportunity Area extends from Pier 5 to the Agriculture Building and includes Seawall Lot 351, the Pier 5 pier/bulkhead building, Piers ½, 1, 1 ½ and 3, the Ferry Building, the Agriculture Building, and Ferry Plaza. The Opportunity Area also includes the area in front of the Ferry Building, which currently is the subject of a planning effort for a new plaza. The Ferry Building, the focal point of the Opportunity Area, survived both the 1906 and 1989 earthquakes, but sustained damage in the 1989 earthquake. Seismic repairs and upgrades costing more than \$4.5 million are currently under way, funded by the Federal Emergency Management Agency (FEMA). Furthermore, the Port has secured approximately \$2.0 million to date in federal and state grants to complete conceptual design, feasibility studies and environmental review, and to begin final design on renovation of the building. The Port also has secured \$10.1 million for design and construction of ferry landing facilities. Because the conceptual design of this important project already is under way, many development standards are provided herein to reflect public concerns regarding the role the Ferry Building area should play in the revitalization of the waterfront.

### Development Standards

### Ferry Building Mixed Use Opportunity Area

- Carefully locate any recreational boating activities to avoid navigation and operational conflicts with waterborne transportation.
- Promote activities in and around Piers 1 and 3 which enhance, complement and benefit from the existing uses in the area and the transportation-related functions planned for the Ferry Building.
- Consider reuse plans for Treasure Island, if available, and related transit needs in the development of the Ferry Building area.
- Carefully design freight service areas for new uses so that they are compatible with the transportation network.
- Maximize efficient use of new and existing parking to serve existing businesses, further promote public use of the Ferry and Agriculture Buildings, and stimulate reuse of Piers 1 and 3.
- Any pier parking should be hidden from view, perhaps in or behind structures, and should not interfere with access to or enjoyment of the waterfront.
- Encourage cafes along The Embarcadero to take advantage of afternoon sun on the north side of The Embarcadero.
- Consider reconfiguring existing deck areas north and south of the Ferry Building to allow restaurant patrons, pedestrians and passersby to view maritime activities and the Bay.

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## Development Standards (cont.)

CONTINUED

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- The design of new development should respect the character of the Ferry Building, the mid-Embarcadero open space improvements, and the Golden Gateway project.
- The design of new development should minimize the perceived barrier of The Embarcadero and encourage a pleasant pedestrian connection between the City and the waterfront.
- Determine whether to preserve the Piers 1, 1½, 3 and 5 pierhead and/or bulkhead buildings, or to remove one or all of them and/or the small building north of Pier 3 to improve visual and physical access to the waterfront.



Ferry Building

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- Restore the exterior Embarcadero facade of the Ferry Building, using building materials that maintain and/or restore the historic character and architectural integrity of the structure.
- Restore the historic grand, sky lighted gallery on the second level as the principal public space, to the extent possible.
- Encourage exhibition space in the building for historic or civic displays, such as the California Relief Map, or exhibits about Port history, the Ferry Building or San Francisco.
- Extend a waterside PortWalk from Pier 1 to the Promenade, where it would not interfere with ferry and excursion operations.
- Provide new uses near Pier 7 to further activate Pier 7 and take advantage of its prominence.
- Design and locate the mid-Embarcadero open space to reflect and enhance the grandeur of the Ferry Building as a focal point, and reconnect The Embarcadero with the Market Street corridor.
- If feasible, design the mid-Embarcadero open space improvements to allow for future undergrounding of The Embarcadero in front of the Ferry Building, if funding becomes available.
- Explore the possibility of obtaining economic value from Seawall Lot 351 by combining it with the adjacent Golden Gateway residential site to provide expanded opportunities for mixed residential and commercial development.
- Create a central, public foyer in the building which provides dramatic views and connections to the Bay and the ferries.
- Give preference to public uses on the first floor.
- Make activities available at different price levels to encourage full use and enjoyment by all segments of the public.
- Provide protection from inclement weather for ferry riders.
- Provide a water taxi stop where feasible.

## Development Standards (cont.)

CONTINUED

- If possible, uses in the building, including offices, should relate to a unique thematic concept such as maritime activities, world trade and diplomacy, transportation and travel, or San Francisco and California cultural, business or artistic activities, or some combination thereof.
- Incorporate accessory retail uses to meet the needs of downtown workers, ferry riders and visitors, such as ticket offices, cash machines, travel offices, other personal services, and recreational equipment vendors.
- Allow theme retail and festival uses such as public and fish markets, as well as restaurants and other eating and drinking establishments.
- Avoid conventional shopping center or tourist-oriented retail uses.
- Consider moving the Port's offices to make room for revenue-generating uses on the upper floors of the Ferry Building, if this helps support the costs of renovation.
- Consider adding a fourth floor to the Bay side of the building, consistent with earlier historic design guidelines, if necessary to increase revenue to support the expense of historic renovation.
- Determine the feasibility of opening the tower for paid public tours.
- Encourage public donations to help finance components of the Ferry Building restoration.

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## Steuart Street Mixed Use Opportunity Area

The Steuart Street Mixed Use Opportunity Area is comprised of Seawall Lots 347N and 347S on either side of Howard Street, and the portion of Steuart Street southeast of Howard Street, which will be closed as soon as The Embarcadero is rerouted around the site of the planned Rincon Park. This site will be separated from the Bay by the future Rincon Park and The Embarcadero and offers an excellent opportunity for revenue-generating commercial uses, the primary land uses in the area.

## Development Standards

## Steuart Street Mixed Use Opportunity Area

- Future use of the site should relate to adjacent development along Steuart Street as well as to Rincon Park. Under current discussion with the Redevelopment Agency is the use of the site as open space related to proposed office development of the Caltrans right-of-way south of Steuart Street.
- Absent the proposed development on the Caltrans property, encourage revenue generating commercial uses on this site.
- Design new development on the site so that it does not block view corridors down Steuart Street.

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## Development Standards for Other Existing or New Open Spaces and Public Access

### Rincon Park

When funding becomes available, Rincon Park will become a new City park in the burgeoning South of Market waterfront area, with breathtaking views of the Bay Bridge and Treasure Island. The park will be created by realigning The Embarcadero onto Steuart Street between Howard and Harrison Streets as part of the Waterfront Transportation Projects.

The park site, which will be made up of portions of Seawall Lots 327 and 348, former Beltline Railroad right-of-way and former Folsom Street and Embarcadero right-of-way, is located within the Rincon Point-South Beach Redevelopment Project Area, and comprises over 4½ acres of Port property.

The Rincon Point-South Beach Redevelopment Plan, approved by the Board of Supervisors in 1980, expressly permits a restaurant at Rincon Park. The exact location and type of restaurant have yet to be determined, but the restaurant is expected to be compatible with its waterfront location. The restaurant will provide commercial activity and food service in the park. These activities will generate ground lease rental revenues to partially compensate the Port for the costs associated with conversion of this property into a public park.

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### Development Standards

### Rincon Park

- While a restaurant is the preferred primary retail use for the site, consider other retail opportunities that may generate financial support for the park and other Port activities.
- Design the park and restaurant to relate to their waterfront location, enhance the existing Promenade and Ferry Building area, and provide views of the Bay Bridge.
- Design the park to appeal both to residents and downtown office employees.



## South Beach / China Basin Waterfront

Vibrant mixed-use residential and commercial neighborhoods now dominate and represent the future of this former industrial district. New light rail and open space improvements will link the area to other parts of the City. The Plan promotes a broad range of public-oriented activities on piers which will enliven the waterfront and attract visitors from Downtown and the rest of the City, while also serving the area's burgeoning resident population. A small-scale example is the Port's public boat launch and cafe project now under way at Pier 52. New activities on inland sites should incorporate local-serving businesses or amenities to help provide a transition, where necessary, between larger-scale waterside attractions and residential neighborhoods.

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Mariposa Street

Pier 22½

## Objectives For The South Beach/China Basin Waterfront

**Preserve and rationalize existing industrial maritime activities in the area.**

Historically, the South Beach/China Basin Waterfront was dominated by maritime and industrial uses and railroad terminals. At one time, break-bulk cargo was handled on 17 finger piers. The advent of containerized cargo shipping transformed the shipping industry, rendering break-bulk facilities on the finger piers obsolete for most maritime commerce. (See Appendix A.)

Most of the pier facilities have deteriorated over the past 20 years, and three piers (Piers 24, 34, and 64) have been condemned. However, several of the piers still host important industrial maritime activities: 1) Pier 22½ is occupied by Fire Engine Station #9, where the fireboats “Guardian” and “Phoenix” are docked; 2) Portions of Piers 26 and 38 are used by maritime support divers, underwater construction services and emergency spill cleaning services; 3) ~~Pier 46B is the location of the Port maintenance operations, as well as berthing and service area for tug and tow vessels;~~ 4) Pier 48 is a cargo shipping warehouse and maintenance facility for ferry boats; 5) Pier 50 is a ship repair facility and cargo shipping warehouse for coffee; and 6) Pier 54 is a maritime support facility housing tug and tow services and seasonal fishing operations. In addition, portions of Pier 28 are temporarily used for fish handling operations and Pier 30-32 is a key temporary and layover berth facility.

In spite of the general decline of industrial maritime industry in the area, these remaining operations continue to provide important services to maritime activities in San Francisco and the region. Since most of these maritime operations north of China Basin do not conflict with the emerging residential and commercial uses in South Beach and Rincon Hill, they should be retained. By consolidating these activities in a rational manner, however, and utilizing existing facilities more efficiently, these maritime operations will command greater prominence and provide visual points of interest that reflect the area’s history.

South of China Basin, Piers 48, 50 and 54 will continue to function as maritime facilities. This is reflected in the Mission Bay Plan, which designates approximately six acres adjacent to Piers 48 and 50 as backland for cargo shipping or other maritime operations. The backland area also provides a buffer zone to separate the maritime activities from the open space, residential and commercial uses that will eventually be developed in Mission Bay.

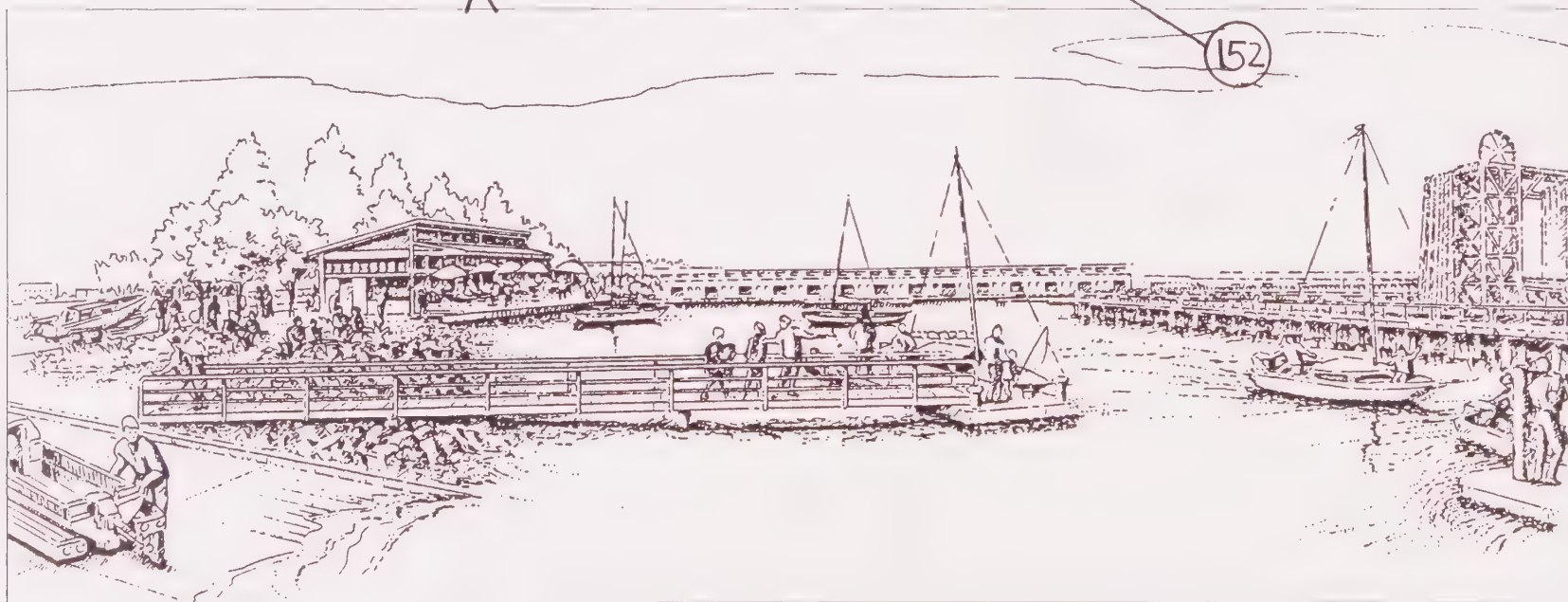


*Improvements in the South Beach area*

**Preserve and improve existing maritime uses that provide focal points for public enjoyment of commercial and recreation oriented maritime activities.**

The South Beach/China Basin area currently includes two waterfront recreation areas. One is the South Beach Harbor at Pier 40, a 700 berth marina for recreational boaters built in 1986 by the San Francisco Redevelopment Agency. Construction of the marina, which required the demolition of former Piers 42, 44 and 46A, has stimulated the conversion of the broader area to a mixed-use residential neighborhood. The harbor is therefore vital to the neighborhood as well as to the regional boating community.

The other recreational area is the Port's shoreline property east of Terry Francois Boulevard (formerly China Basin Street) which was not included in the Mission Bay Plan. This stretch of land, extending south of Piers 48 and 50 to the San Francisco Boatworks at Mariposa Street, includes maritime support operations at Pier 54, a public boat launch adjacent to Pier 52, and Agua Vista Park towards its southern end. Most of the area (except Pier 54) is used by recreational boaters and water enthusiasts. Much of this boating activity is centered around the public boat launch near Pier 52, which also is the location for the Bay View and Mariposa boat clubs. In spite of high demand for low-cost access to the Bay, this boat launch is the only public launch in San Francisco, and is in a state of disrepair that has greatly limited its use. ~~The repair and enhancement of the existing public boat launch at Pier 52 and the creation of a new cafe and bait shop is expected to be complete in 1996.~~



*An initial design concept for Pier 52 public boat ramp*



**Promote activities and public access to make the waterfront inviting and safe, and improve the living environment of the new and emerging Rincon Hill, South Beach and Mission Bay neighborhoods.**

Although the piers have changed little, the adjacent uplands (including two Port sites) are being dramatically transformed. Most visible is the development of the South Beach neighborhood by the San Francisco Redevelopment Agency. This redevelopment effort, which is nearing completion, will ultimately include 2500 residential units, with retail and commercial services, and 12 acres of open space in addition to South Beach Harbor. Three Port parcels included in this project area have been developed for affordable housing: Delancey Street developed a rehabilitation center on Seawall Lots 331 and 332, and Bridge Housing developed low and moderate income housing units (Steam Boat Point Apartments) on Seawall Lot 333.

In 1984, the Redevelopment Agency entered into a master lease with the Port of San Francisco to incorporate these Port seawall lots and Piers 40, 42, 44 and 46A into the redevelopment project. In addition, the Redevelopment Agency has an option to lease Seawall Lot 335 and part of Seawall Lot 336 to develop South Beach Park. Upon completion of these projects, the improved properties will revert back to Port control.

The redevelopment of South Beach has spurred additional residential and commercial development on privately owned parcels in the Rincon Hill area to the north. The renovated Hills Plaza office and residential complex and Portside condominiums are the newest improvements, both of which offer breathtaking views of the Bay and the Bay Bridge. The Portside developer also leases Seawall Lot 329, adjacent to the project, which will be landscaped and improved for outdoor cafe seating and a publicly-accessible open space.

The other major land use change adjacent to the Port is the proposed development of Mission Bay. Under an agreement between the City, the Port and Catellus Development Corporation, this 300+ acre site will be converted over 25 years to a new mixed-use waterfront neighborhood. The plans entail 8,500 residential units, retail and light industrial activities, a hotel and 67 acres of open space located south of China Basin Channel. Approximately 4 million square feet of new office space will be concentrated north of China Basin Channel, next to the existing China Basin office complex. Approximately 30 acres of Mission Bay's shoreline parks and open space will be located on Port property.

With the introduction of a significant new residential population in the South Beach/China Basin area, public attention is now focused on improving the piers and shoreline. Residents and employees in the area should be able to enjoy the benefits of living and working along the waterfront in an environment that is safe and inviting. The deteriorated condition of the piers and general lack of waterfront activity do not foster that feeling of security and, in fact, tend to create a physical and aesthetic barrier to public enjoyment. As piers are upgraded, new activities and accompanying public access improvements should welcome people to the waterside, and complement the developments occurring inland.

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**Take advantage of proximity to downtown San Francisco by providing attractions for the general public, while respecting the needs of adjacent residents.**

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Collectively, stunning views of the Bay Bridge, proximity to downtown, ~~and~~ emerging new residential and commercial neighborhoods provide a powerful catalyst for revitalization of the numerous waterfront facilities in this area. Waterfront revitalization will be further stimulated by the pedestrian, roadway and transit improvements under way as part of the Waterfront Transportation Projects. The MUNI Metro Extension will connect this area to downtown, and increase opportunities to extend public transit further into the southeast sector of the City.

^ In recent years, the Port has attempted two different mixed-use developments in this area. The Sailing Center Project, proposed for the Rincon Piers (Piers 24, 26 and Seawall Lot 328) included a 100 berth marina, a hotel, retail activities, public assembly facilities and significant public access areas designed for hosting international sailboat races and exhibitions. Unlike the South Beach Harbor which is a permanent docking facility for private vessels, the Sailing Center marina was proposed as a public arena for sailing events to attract throngs of spectators and water sport enthusiasts to the Bay. Design work for the project was under way when Proposition H was passed, banning hotels on piers. Without the hotel, the project had no means of financing the marina and was therefore abandoned.

The Scandinavia Center proposal for the Bryant Street Pier area (Pier 30-32 and Seawall Lot 330) included a new cruise terminal, a hotel and exhibition hall, specialty retail activities and extensively landscaped public access improvements. This project, which was revised to conform to Proposition H by relocating the hotel from the pier to the seawall lot, ultimately failed for lack of financing.

While these projects were not built, the proposals illustrate the attractiveness of this area for significant new mixed use projects which include exciting new maritime activities for the enjoyment of the City and region. ^ However, the potential for new activities on Port property which have City-wide and regional appeal, must be balanced with the needs of the emerging resident population. Development of the seawall lots will play a key role in providing a transition zone between waterside attractions and neighborhood activities. The Port should maintain open communications with local residents and businesses to create development opportunities that also incorporate neighborhood serving features.

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*A vision for Piers 30-32 / Bryant Street Piers*



**Create an integrated series of public access improvements that extend a shoreline PortWalk through the area, and provide a unifying pedestrian connection between South Beach and Mission Bay at China Basin Channel.**

**Establish high standards in the design of new development that give rise to a new architectural identity for the shoreline north of China Basin Channel.**

New mixed use developments on Port property should include public access features that connect to and expand the system of pedestrian improvements and open spaces that are under construction or planned in the area. Once the Waterfront Transportation Projects are completed, and the Rincon Hill and South Beach neighborhoods become firmly established, extension of public access on the piers should follow. There are already many public access features in the area: the proposed Rincon Park to the north, the South Beach Harbor and public fishing pier at the mouth of China Basin Channel, the landmark Lefty O'Doul Bridge over the Channel at Third Street, and the planned Mission Bay shoreline parks and recreational boating activities south of the Channel. New mixed-use projects on the piers should provide a PortWalk that creates a meandering shoreline path, incorporating existing and new public access features. ~~Severely deteriorated or condemned piers such as Piers 34 should be removed. The resulting improvements in shoreline appearance will complete the transformation of the area to a new urban neighborhood.~~

The deteriorated state of many of the pier facilities in the area and the haphazard mix of building styles embodied in the remaining sheds give rise to new opportunities for an architectural identity to complement the South Beach neighborhood. While the Pier 26, 28 and 38 pierhead buildings have been recognized by the Foundation for San Francisco's Architectural Heritage as notable historic and architectural resources, there is a lack of architectural presence along the rest of the shoreline. Efforts should be made to adapt the pierhead buildings into new pier uses, if feasible and if recommended by the urban design and historic preservation guidelines that are recommended in this Plan, and to complement them with high quality design in new pier structures.

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# SOUTH BEACH / CHINA BASIN WATERFRONT ACCEPTABLE LAND USE TABLE (1, 2, 3)

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## Table Notes

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- \* Refer to discussion of the China Basin Mixed Use Opportunity Area in Chapter 4 for conditions for determining whether a ballpark is an acceptable land use.

\*\* These sites are included in the Mission Bay Plan, but will remain in Port ownership. The acceptable land uses for these sites reflect the uses permitted by the Mission Bay Plan.



95

- A = Acceptable Use
- ~~E = Existing Acceptable Use (4)~~
- E/I = Existing Use/May Continue  
As Interim Use
- X = Accessory Use
- ~~E/X = Existing Accessory Use~~

## Maritime Uses (5)

Cargo Shipping
Fishing Industry
Ferry and Excursion Boats
Historic Ships
Maritime Office
Maritime Support Services
Passenger Cruise Ships
Recreational Boating and Water Use
Ship Repair
Temporary and Ceremonial Berthing
Water Taxis
Open Spaces /Public Access
Open Space
Public Access
Residential Uses
Residential
Commercial Uses
Artists/Designers
Assembly and Entertainment
General Office (6)
Hotels
Museums
Parking
Retail (includes restaurants)
Recreational Enterprises
Visitor Services
Warehousing/Storage
Wholesale Trade/Promotion Center

### Other Uses

Academic Institutions
Community Facilities
General Industry
Power Plant
Sports Facilities
Transportation Services

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**Legend:**

- Pier 22 1/2
- Pier 24, 24 1/2
- Pier 26, 26 1/2, 28, 28 1/2
- Seawall Lot 328
- Pier 30-32, 34
- Seawall Lot 329
- Seawall Lot 330
- Pier 36
- Pier 38
- Seawall Lots 331, 332, 333
- Pier 40, 40 1/2
- Seawall Lot 334
- Seawall Lots 335, 336, Caltrans (AB 3794)
- Pier 46B
- Pier 62
- Pier 48, 48 1/2, 50
- Pier 50 1/2, 52, Facility 265
- Pier 54
- Pier 54 1/2
- Pier 64
- Pier 64 1/2
- Facility 2012
- Seawall Lot 337 (backland to Piers 48 & 50)
- Seawall Lot 337 (wetlands)\*\*
- Portions of Seawall Lot 338 / 339\*\*
- Seawall Lot 345

**Map Data:**

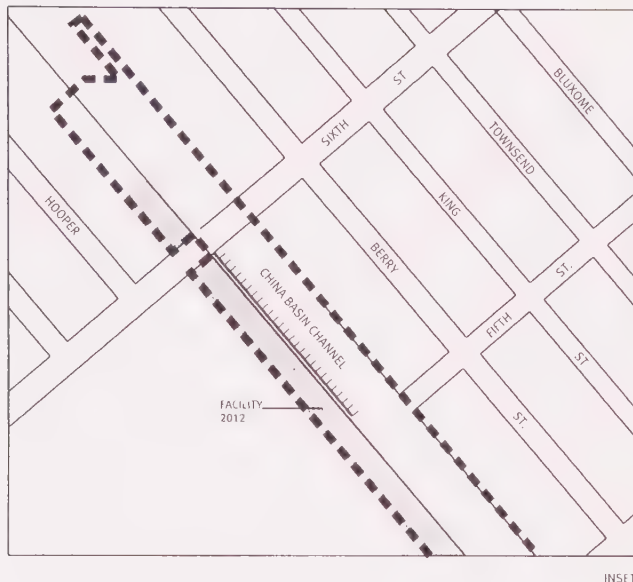
Location	Wetland Type	Acreage
Pier 22 1/2	A	1.0
Pier 24, 24 1/2	A	1.0
Pier 26, 26 1/2, 28, 28 1/2	E	1.0
Seawall Lot 328	A	1.0
Pier 30-32, 34	A	1.0
Seawall Lot 329	E	1.0
Seawall Lot 330	A	1.0
Pier 36	A	1.0
Pier 38	A	1.0
Seawall Lots 331, 332, 333	E	1.0
Pier 40, 40 1/2	E	1.0
Seawall Lot 334	E	1.0
Seawall Lots 335, 336, Caltrans (AB 3794)	A	1.0
Pier 46B	A	1.0
Pier 62	E	1.0
Pier 48, 48 1/2, 50	E	1.0
Pier 50 1/2, 52, Facility 265	E	1.0
Pier 54	E	1.0
Pier 54 1/2	E	1.0
Pier 64	E	1.0
Pier 64 1/2	E	1.0
Facility 2012	E	1.0
Seawall Lot 337 (backland to Piers 48 & 50)	E	1.0
Seawall Lot 337 (wetlands)**	E	1.0
Portions of Seawall Lot 338 / 339**	E	1.0
Seawall Lot 345	E	1.0







# SOUTH BEACH / CHINA BASIN WATERFRONT SUBAREA



## Map Notes

- 1 Facilities located along the marginal wharf between piers south of the Ferry Building are generally described by the number of the pier on the right followed by  $\frac{1}{2}$ . e.g. Pier 26 $\frac{1}{2}$  is located between Pier 28 & Pier 26.
- 2 Portions of Port seawall lots between Mission Rock St. and Mariposa St. will be transferred to Catellus Development Corporation pursuant to the Mission Bay Development Agreement. These "transfer" parcels are excluded from the Waterfront Plan Project Area Boundary. Other parcels that will be leased for approved uses in the Mission Bay Development Agreement, but not transferred to Catellus, have been included in the Waterfront Plan since the Port will maintain ownership of the sites.

— (North of China Basin) San Francisco Municipal Railway (MUNI) Metro Extension: A surface extension of the MUNI Metro subway light rail from Market Street south along the Embarcadero and King Street to Sixth Street and beyond.

..... (South of China Basin) Freight Rail Line

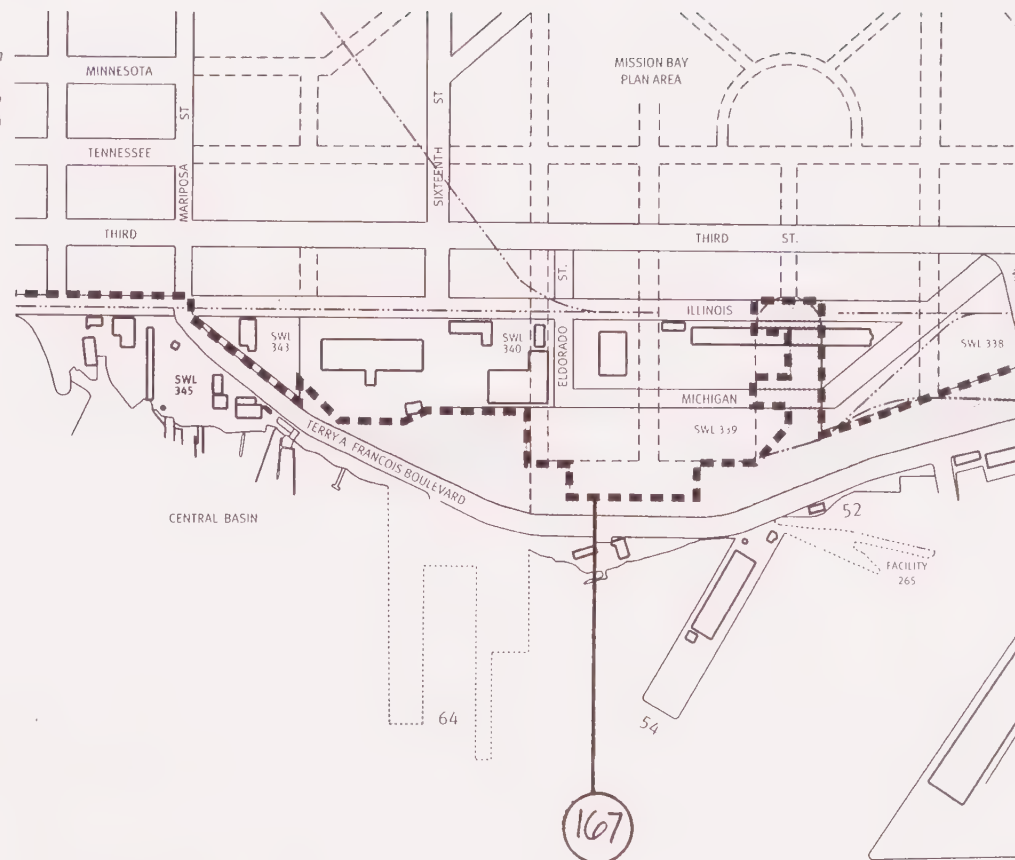
..... Indicates condemned piers

■ ■ ■ ■ ■ Waterfront Plan Project Area Boundary

SWL Seawall Lot

- 3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

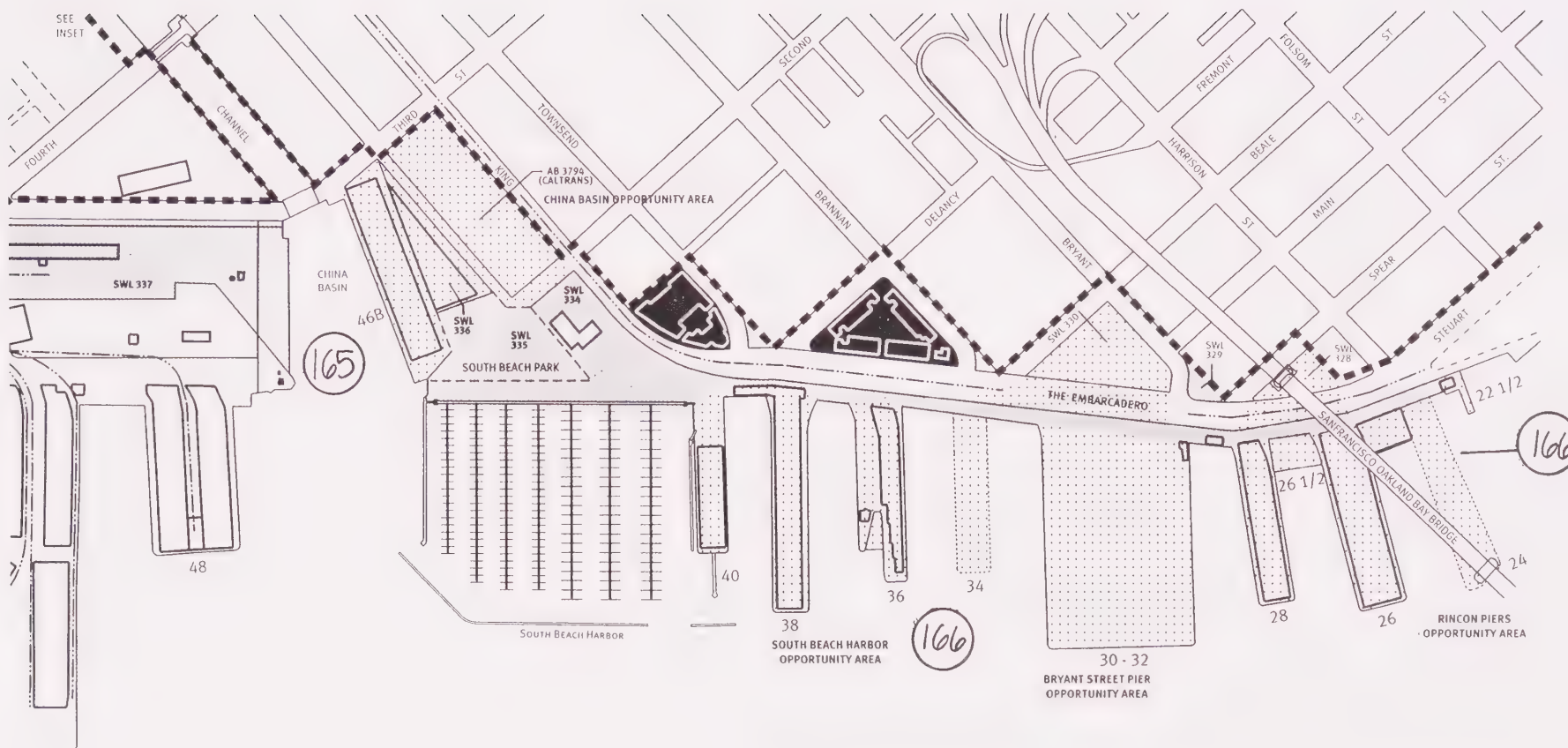
(\*) See Southern Waterfront Subarea Map on page 151A



## Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas
- Existing (Long Term) Commercial/Residential Area

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

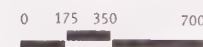


( ) See Ferry Building Waterfront Subarea Map on page 113

SAN FRANCISCO BAY



NORTH









## Development Standards for Mixed Use Opportunity Areas

### The Rincon Pier Mixed Use Opportunity Area

The Rincon Pier Mixed Use Opportunity Area includes Piers 22½, 24, 26, 28 and Seawall Lot 328. This cluster of sites is located under the Bay Bridge, between downtown San Francisco and the Rincon Hill and South Beach residential neighborhoods. Activities in this Opportunity Area will be enhanced by the proposed Rincon Park to the north. The Fireboats Phoenix and Guardian at Pier 22½ could become more of a focal point through careful attention to design. Piers 26 and 28 provide excellent opportunities for entertainment activities to serve the general public, nearby local residents and downtown employees, as well as recreation services (e.g. bike and skate rentals) to people enjoying the park and the Embarcadero Promenade. These piers could also house a fireboat museum which would complement the fireboat station. <sup>168</sup> Reuse opportunities should include Pier 24, which is currently condemned. The site will provide sweeping views of downtown from the edge of the future Rincon Park, which could be enjoyed if a portion of the pier were retained.

The potential for developing entertainment activities on these piers would be significantly enhanced if a <sup>169</sup> current proposal to build a sports arena two blocks inland at Rincon Hill is realized. The presence of such a facility would draw thousands of people to the area, especially during evenings, making the waterfront a natural location for dining and other nighttime attractions.

In spite of the potential reuse opportunities for these piers, a number of pending transportation and land use decisions have direct implications for their future reuse. As a result of the Loma Prieta earthquake, the network of freeway ramps that connected the Bay Bridge to the Embarcadero Freeway and City street system, known as the Terminal Separator, was demolished. The City's decision about how and where to replace the Terminal Separator will affect traffic flow in this vicinity, and the development potential of Piers 26 and 28. In addition, some of the ramp replacement alternatives could result in significant new land uses on property that was formerly occupied by the ramps. Until these City-wide planning issues are resolved, final decisions regarding the long-term reuse of Piers 26 and 28 should be delayed. In the meantime, interim uses for these two facilities should be encouraged to provide some near-term revenue for the Port, including continued maritime support uses to the maximum feasible extent. Recent public access improvements constructed as part of the Waterfront Transportation Projects would interfere with intensive maritime operations on the piers.



### The Rincon Pier Mixed Use Opportunity Area

#### Development Standards (cont.)

- Allow entertainment and recreational activities on Piers 26 and 28 and a part of Pier 24 (if feasible) which activate the area and provide amenities for people frequenting Rincon Park and the Embarcadero Promenade. New developments should include significant waterside activities to extend a “working waterfront” south of the Ferry Building.
- Remove all or part of Pier 24 to improve shoreline appearance. Consider applying any fill credits which may arise from the total or partial removal of Pier 24 to other new waterfront development projects, keeping in mind that views of the water are an important objective of the Waterfront Land Use Plan.
- Preserve and renovate historic pierhead or bulkhead buildings on Piers 26 and 28, if feasible, unless otherwise indicated in the comprehensive urban design and historic preservation guidelines which will be prepared for the Port.
- Maintain and highlight views of the Bay from Harrison Street.
- Project designs should incorporate noise reduction and insulation features to minimize traffic noise impacts from the Bay Bridge.
- Provide parking on Seawall Lot 328 to support new development on the piers.
- If a stadium or arena is developed in the Rincon Hill area, allow bus parking as an interim use in Piers 26 or 28.
- Allow general warehouse as an interim or accessory use in Piers 26 and 28.



Transportation improvements near the Rincon Piers



### The Bryant Street Pier Mixed Use Opportunity Area

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The Bryant Street Pier Mixed Use Opportunity Area includes Piers 30-32 and 34 and Seawall Lot 330. The 13-acre pier and three-acre seawall lot together represent the Port's largest potential development site. Unlike many of the Port's piers, Pier 30-32 is supported by concrete piles and is in good structural condition. ~~In contrast, adjacent Pier 34 is condemned and should be removed as part of new development on Pier 30-32.~~ The vast size of Pier 30-32, which can berth 800 foot long ships on two sides, offers untold possibilities for providing public entertainment and attractions with a highly visible maritime element. In addition, Pier 30-32 should be a highlight on the PortWalk which would extend the pedestrian path along The Embarcadero onto the pier. Because the site is both prominent and yet somewhat isolated from an architectural standpoint, new development here could become a signature piece in this neighborhood, and should set a standard for other architectural improvements along the shoreline.

This site has been proposed as a possible location for a modern cruise terminal, if market conditions and changes in regulations lift the constraints that have limited the number of ships calling in San Francisco. Support services such as parking and neighborhood-serving businesses can be incorporated into development on the seawall lot which also would provide a buffer zone for residents of Bayside Village.

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### Development Standards

### The Bryant Street Pier Mixed Use Opportunity Area

- Provide activities on Pier 30-32 which attract residents of the City and region, but also include businesses which cater to nearby residents and employees.
- Due to the extraordinary size of Pier 30-32, provide significant maritime and public access uses together with a multi-faceted mix of commercial activities, all oriented around a common theme (such as family-oriented entertainment, or a trade and promotion center for California food and agricultural products), rather than a singular commercial attraction.
- Encourage new activities that do not generate peak traffic volumes during commute periods, to minimize congestion on roadway and public transit systems.
- Require a high standard of architectural design which is appropriate to the prominence of the site and establishes a new architectural identity and standard for waterside development in the South Beach area.
- Incorporate expansive public access on the piers that builds upon and enhances the PortWalk through the South Beach area.
- ~~Demolish Pier 34 and make shoreline improvements that are integrated with the public access and shoreline improvements for new development on Pier 30-32. Consider applying any fill credits that may arise from the pier demolition to new development projects or rehabilitation of other piers.~~

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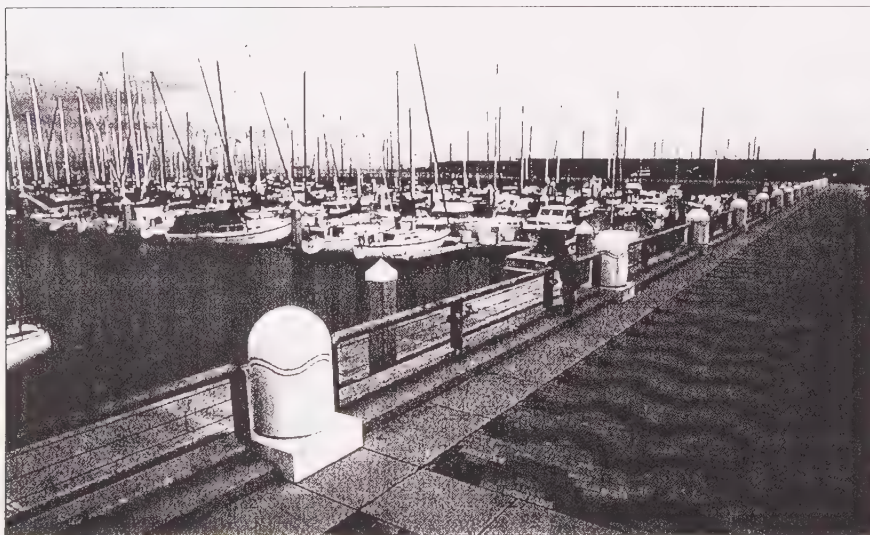
## South Beach Harbor Mixed Use Opportunity Area

The South Beach Harbor Mixed Use Opportunity Area includes Piers 36, 38, and 40 and South Beach Harbor. The 700 berth harbor and adjacent public access and fishing pier provide the focal point of the area, and the familiar sound of halliards clanking on masts contributes to the maritime ambience. Although the Harbor is a well-utilized facility that draws market rates for berthing, it does not generate sufficient revenues to cover capital improvements. The Redevelopment Plan addressed this deficit by proposing to develop small scale general offices on Pier 40 which would subsidize the Harbor. ~~According to the Redevelopment Agency, the Harbor currently requires an annual subsidy of approximately \$0.8 million.~~

After the Redevelopment Plan was adopted in 1981, the State Attorney General ruled general office use to be inconsistent with the public trust. Since then, the Redevelopment Agency has endeavored to identify other uses that generate similar surplus revenues. The Agency was poised to pursue a hotel development which was precluded with the passage of Proposition II. Any proposed uses other than office will require an amendment to the Redevelopment Plan.

Although Piers 36 and 38 are in deteriorated condition, their redevelopment could complement Pier 40 and South Beach Harbor. Pier 38 could accommodate the overflow demand from Pier 40 water-related activities, such as excursion boat operations which need better facilities. Other possibilities for Piers 36 and 38 include a center for maritime support services, additional docking for short-term visiting boaters, or even expanded marina facilities with revenues from additional commercial activities. In the meantime, the Redevelopment Agency is renovating a part of the Pier 38 bulkhead structure for cafe use. The long-term development potential for Pier 36 is less clear, due to its extremely poor condition. Because it has little, if any, utility as a maritime asset, demolition of the pier to make way for shoreline access improvements may best meet the objectives of the Waterfront Plan.

Because of the abundance of other attractive piers and seawall lots in the South Beach/China Basin area, new development will favor other sites before Piers 36 and 38. Interim uses should therefore be considered for these facilities to help address the Port's financial needs and maintain the structures.



South Beach Harbor

### South Beach Harbor Mixed Use Opportunity Area

#### Development Standards (cont.)

- Permit uses in Pier 40 which generate sufficient revenues to offset existing debt service obligations of the South Beach Harbor.
- Permit expansion of excursion boat operations and recreational boating activities at Pier 38.
- Evaluate the costs and benefits of removing Pier 36 and providing shoreline improvements. If determined to be feasible, consider applying any fill credits which may arise from the pier removal to other waterfront development projects.
- Permit consolidation of maritime support services at Pier 38.
- Permit interim uses on Piers 36 and 38 until long-term uses of these facilities can be realized.

### China Basin Mixed Use Opportunity Area

The China Basin Mixed Use Opportunity Area located at the mouth of China Basin Channel, includes Pier 46B and Seawall Lots 335 and 336. In addition, this Opportunity Area includes Assessor's Block 3794, a 3.5 acre site currently owned by Caltrans, but which the Port has the option to acquire.

This Opportunity Area enjoys an extraordinary setting adjacent to the South Beach Harbor and South Beach Park, and across from the planned Mission Bay Wetlands. The location provides spectacular near and distant waterfront views of the Bay, the Harbor, and the landmark Third Street Bridge over the Channel.

~~Pier 46B houses the Port's maintenance facility and a tug and a tow operation, partly because its location affords easy access to the entire waterfront and a relatively isolated place to operate repair shops. However, because new open space improvements for the adjacent South Beach Park will extend public access from the South Beach Harbor right up to Pier 46B, these uses may no longer be appropriate for the location.~~

This Opportunity Area lies adjacent to the existing China Basin office complex and the ~~planned Mission Bay office corridor~~. New uses here should provide critical links between South Beach and areas south of China Basin Channel. With new, excellent transportation access (to I-280 via King Boulevard and to Downtown via the MUNI Metro extension), development in this Opportunity Area could take many forms and provide activities that have City-wide and regional draw. For example, this Opportunity Area has been proposed as a site for a new arena (with a maximum of 22,000 seats), although an arena would require an exception to the 40 foot height limit for this area.



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[In June 1994, the Waterfront Plan Advisory Board recommended to the Port Commission that "sports facilities with seating capacity greater than 22,000" be added to the unacceptable non-maritime land use list. At that time, the Advisory Board did not specifically review a proposal subsequently considered by the San Francisco Giants, Catellus Development Corporation, and managers of the Cow Palace for a possible sports and entertainment complex at China Basin, which could include a ballpark seating more than 22,000 in whole or in part on Port property. On November 4, 1994, the Port staff proposed the two paragraphs following this one and the first development standard on p.137 as part of specific revisions to the Draft Plan for review by the public and Port Commission. On January 12, 1995, the Advisory Board voted to recommend the inclusion of these revisions in the Draft Plan.]

In the past, the question of whether to develop a ballpark at this or another City location has been the subject of considerable controversy among San Franciscans. The most recent vote on this matter, held just after the Loma Prieta earthquake in November 1989, failed by less than one percent of the voters. Similarly, there were many different opinions among Advisory Board members about the acceptability of a ballpark on Port property. When the Advisory Board considered a ballpark, it was as a stand-alone facility located entirely on Port property. Subsequently, a proposal was made to incorporate an arena and a ballpark in a mixed-use sports and/or entertainment complex spanning property owned by the Port and property owned by Catellus Development Corporation. Such a mixed-use project was not specifically considered by the Advisory Board.

In light of these facts, the Port believes that the decision whether to allow a ballpark, or any portion of a ballpark, on Port property in this Opportunity Area should be postponed until the proponents of a ballpark have had the opportunity to complete a proposal for a new sports and/or entertainment complex, and the public and affected regulatory agencies have had the opportunity to determine whether it is acceptable.

A ballpark, like an arena, would require an exception to the 40 foot height limit for this area. Regardless of the ultimate use of this area, the desire to create an exciting waterfront activity center must be balanced with the need to maintain a comfortable living environment for South Beach residents.

## China Basin Mixed Use Opportunity Area

### Development Standards (cont.)

- ~~Locate possible residential and/or commercial uses on Seawall Lot 336 inland of Pier 46B, leaving the waterside area available for commercial and maritime attractions and public access improvements.~~
- Permit the operation of excursion boats, water taxis and other vessels at Pier 46B to complement recreational boating activities in South Beach Harbor provided that, if the Mission Bay Wetlands is developed on the south side of China Basin Channel, these new maritime uses comply with all applicable environmental regulations to avoid any significant detrimental water quality impacts on the wetlands.
- Design South Beach Park so that it enhances the visibility of South Beach Harbor and the public access pier, and includes amenities (such as children's play areas) targeted towards South Beach residents.
- Ensure that the final design of South Beach Park provides adequate access to new development in this Opportunity Area, particularly new development on Pier 46B.
- Where feasible, provide PortWalk public access improvements as part of any major new development to connect South Beach Harbor and the proposed South Beach Park with waterside access through the Pier 46B site and over the Third Street Bridge, thereby providing a link with the future Mission Bay open space network and implementing the regional Bay Trail.
- ~~Continue to accommodate docking for tug and tow vessels at Pier 46B.~~
- Design buildings near the proposed South Beach Park to protect the open space from shadows and wind impacts to the extent feasible. Ensure that any wind impacts of new structures do not preclude the safe docking of boats in South Beach Harbor.
- ~~If an arena is proposed, amend the height limit to accommodate the structure. Incorporate significant public access improvements and other activities which serve patrons and enliven the area during non-event periods. Minimize parking requirements by encouraging public and group transit. Locate any parking away from the water and maximize shared use arrangements with surrounding parking resources. Generate fair market revenue return to the Port.~~

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CONTINUED

## Development Standards (cont.)

A ballpark may be an acceptable land use option for Pier 46B, Seawall Lots 335 and 336, and Assessor's Block 3794 (if acquired by the Port) if the Port Commission determines the development of this use is in the best interest of the Port, and this use is approved by San Francisco voters at an election, the Bay Conservation and Development Commission, and the California State Lands Commission, which is responsible for ensuring that the Port's use of property is consistent with the public trust grant from the State (the *Burton Act*). If a ballpark is proposed, amend the existing height limit to accommodate the structure and

include the following in the project: 1) site design, public access improvements and architectural treatments which are oriented to the Bay; 2) a transportation plan that includes, but is not limited to, incentives to maximize use of public and group transit, in order to minimize parking requirements; 3) a parking program which maximizes shared use arrangements with parking operators in the vicinity and locates any new parking areas away from the water; and 4) a compensation package acceptable to the Port Commission that ensures a fair market return to the Port for this use of its property.

## Development Standards for Other Existing Maritime or Maritime Expansion Areas

Piers 48, 50 and 54

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- Continue to make these facilities available for cargo-related and ship repair operations, seasonal berthing, and servicing of vessels.

- Allow maritime support services that may serve a number of other maritime and water-dependent operations, such as tug and tow operations, temporary and layover berthing, storage space, and a public water taxi stop.



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## Development Standards (cont.)

**Mission Bay Waterfront  
(Pier 52 to Mariposa Street,  
except Pier 54)**

- Repair the public boat launch near Pier 52 and return it to full service as soon as possible.
- Provide shoreline improvements, where feasible, to support expanded recreational boating and water activities between Pier 50 and the San Francisco Boatworks near Mariposa Street, including the possible reuse of Pier 52 (adjacent to the public boat launch) for a new small boat hoist, temporary storage, or other support services for the recreational boating community.
- Permit ancillary services and activities such as boat clubs, a bait shop, and convenience retail and food services, to enhance the use of the area by water sport and other recreation enthusiasts and the future Mission Bay population, and to generate enough revenue to maintain the boat launch and public access improvements.
- Accommodate expanded boat trailer parking areas in the design of the Mission Bay waterfront open space on the west side of Terry Francois Boulevard.
- Permit existing small restaurants and office buildings to remain in operation because they provide services to employees and visitors and increase security in the area.
- Maintain and expand small boat repair operations and services such as dry storage and boating supplies to the extent possible.
- Remove Pier 64. Consider applying any fill credits that may arise from this removal to new development projects in the area.

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**Development Standards for Other Existing or New Open Spaces and Public Access****Mission Bay**

- Address the parking needs of recreational boaters in the design of the Mission Bay open space near the Pier 52 public boat launch.

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**Agua Vista Park**

- Encourage improvements to enhance the passive recreational features of this park.



Pier 28

*The Southern Waterfront, which extends generally from Mariposa Street to India Basin, will remain home to most of the Port's cargo and ship repair operations.*

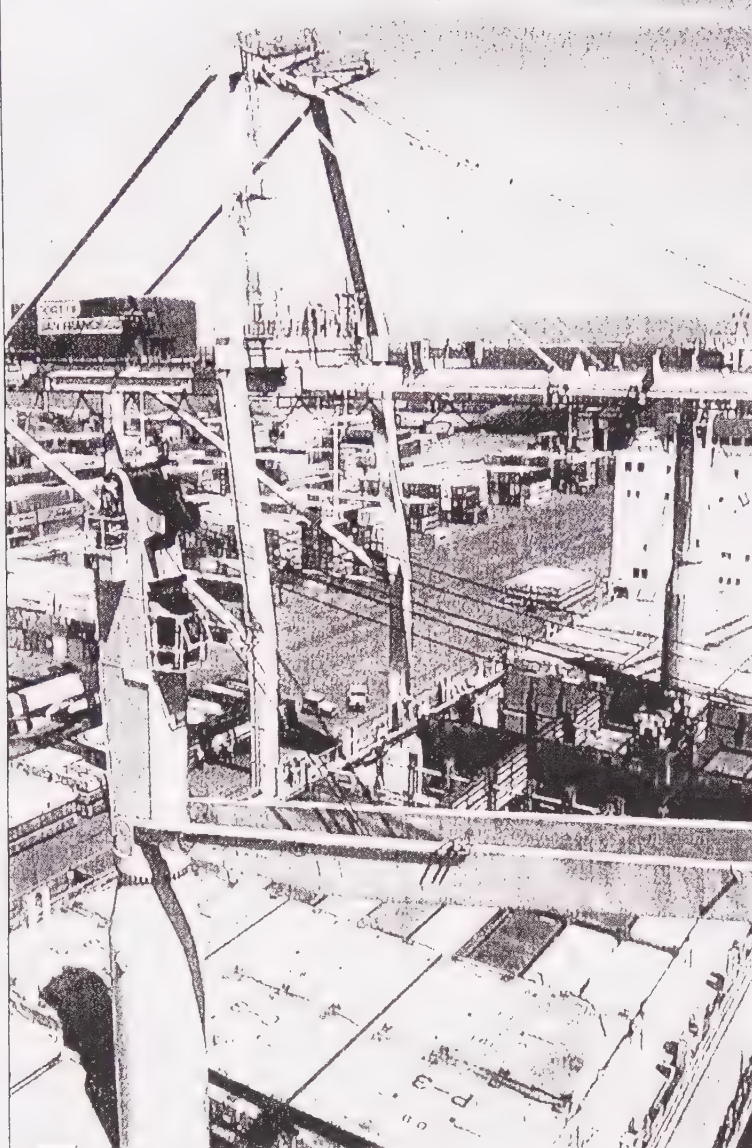
## The Southern Waterfront

The Draft Plan promotes expansion of cargo and maritime support uses on 206 acres in the Southern Waterfront that are already developed, but greatly underutilized, for such uses. In addition, the Plan reserves 97 new acres in the Southern Waterfront for further long-term maritime expansion. At the same time, the Draft Plan also acknowledges geographic and demographic constraints which make San Francisco's facilities less attractive to ~~many~~ shippers than those at the Port of Oakland and other west coast ports. Because these constraints make the time frame for expansion of cargo operations uncertain, interim uses are allowed to generate revenues urgently needed to subsidize Port operations until the sites are needed for expansion of cargo operations. Also, revenues can be generated on three sites in the Southern Waterfront not needed for cargo expansion. Remarkably, the Southern Waterfront's industrial areas are interspersed with natural habitat, habitat restoration, public access and recreation sites identified and preserved in the Plan.

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*Cargo operations in the Southern Waterfront*

## Objectives for the Southern Waterfront

### Maximize the utilization of existing cargo terminal facilities.

The Port has two modern, deep-water cargo terminals located at Piers 80 and 94/96, and is the only Northern California port with on-dock rail facilities for intermodal cargo. Both terminals primarily handle container cargo, but have the capability for break-bulk, roll-on-roll-off, container freight station (stuffing and unstuffing of containers) and transloading (transfer of cargo from one mode to another, e.g. from ship to rail) operations. The Port recently invested approximately \$7 million in yard improvements at Pier 80 to increase yard capacity and throughput, including underground utilities, refrigerated cargo spaces and improved storage areas to accommodate transtainers. Recent improvements to the South Terminal (Piers 94/96) include a new entrance gate to expedite the documentation of cargo receipt and delivery, and a 17-foot extension to each of the two container cargo cranes to accommodate larger ships.

Despite these improvements, the Port's container terminal facilities currently operate at a fraction of their capacity (See Chapter 1 and Appendix A). While many of the factors leading to this decline are beyond the control of the Port, creative marketing will help to increase the utilization of existing cargo facilities. The Port therefore is pursuing new market strategies for shipping businesses that can best utilize San Francisco's unique facilities. For example, the Port recently has made inroads in the "project cargo" market which involves the lucrative, albeit

cyclical, shipping of major equipment for construction projects throughout the world.

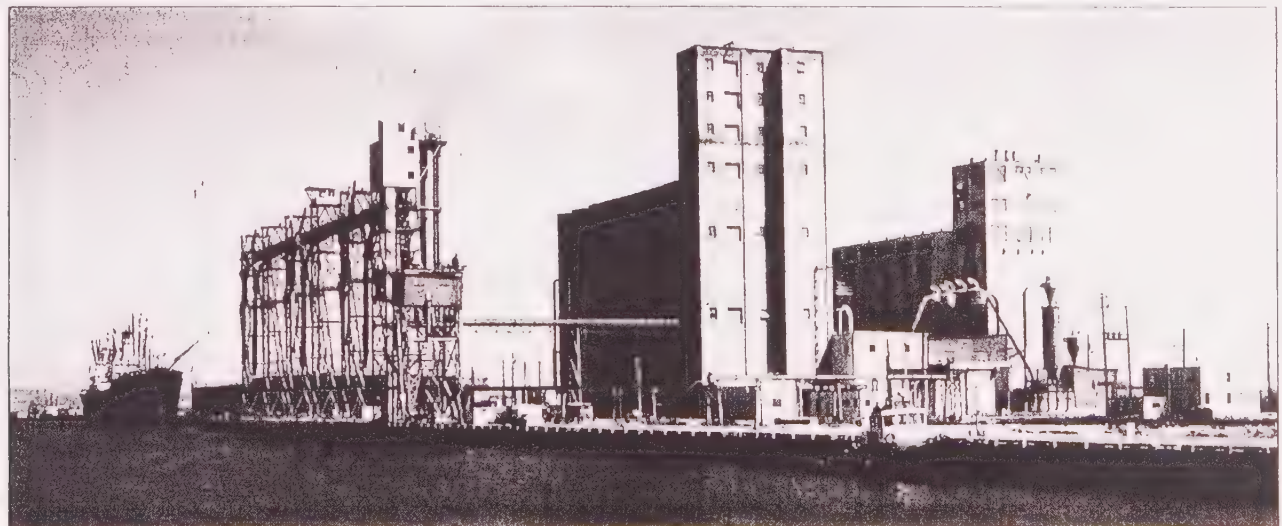
The Port can also offer long-term preferential assignments of its container terminals to selected ocean carriers. Historically, no one carrier has controlled either of the Port's two container terminals. Rather, stevedore companies have competed for the right to operate the terminals as public facilities for a combination of ocean carriers. The dedicated terminal strategy offers a better quality of operation to shipping lines. In addition, marketing will be directed toward smaller shipping lines which serve the regional market and do not necessarily carry ship-to-rail intermodal cargo. San Francisco can offer high quality service to smaller carriers which transport cargo by truck and which often are displaced from larger, more congested terminals which cater to ship-to-rail intermodal shipping lines (such as Oakland and Los Angeles).

**Pursue financing mechanisms to develop competitively priced maritime support facilities in the Southern Waterfront.**

**Maximize the productivity of Port assets through interim use of property reserved for maritime expansion.**

Although the Port's cargo operations are concentrated in the Southern Waterfront, three piers in the Northeast Waterfront (Piers 15-17, 19-23 and 27-29) continue to function almost exclusively as cargo-related facilities. These warehouses, constructed long ago, are attractive to cargo-related businesses which typically seek low cost facilities in less urban locations. The retention of warehouse facilities for cargo-related activities in San Francisco is an important factor in maintaining and expanding cargo shipping at the Port. Over time, however, land use trends and limitations on dredging may call for the consolidation of cargo-related activities south of China Basin. The Port will strive to provide comparable facilities in the Southern Waterfront to accommodate any necessary maritime support facilities that may be relocated from Piers 15-17, 19-23 and 27-29. Although there is a great deal of under-utilized or vacant space in the Southern Waterfront, creative financing mechanisms may be required to attract these and other cargo-related businesses at prices they can afford.

Most of the Port's properties in the Southern Waterfront have long been reserved for the future expansion of maritime operations such as cargo shipping, cargo support services, and ship repair. These Maritime Expansion Areas include the backlands adjacent to Pier 70, and backlands adjacent to Pier 94-96 (Seawall Lot 352 and a portion of Seawall Lot 344) (See Chapter 3 for a discussion and map of Existing Maritime and Maritime Expansion Areas.) Despite the recent decline in shipping operations at the Port of San Francisco, container cargo business in the Bay Area is on the rise. Continued reservation of Maritime Expansion Areas will provide ample space to allow the Port to respond to the projected long-term growth trend in the industry in the Bay Area, while pursuing solutions to a variety of issues that currently impede the maximum utilization of existing terminal facilities. In the meantime, because the existing terminals are not fully utilized, these Maritime Expansion Areas remain unim-



*Grain Terminal at Pier 90*



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proved, attracting vagrants and illegal dumping. Given the uncertain time frame for full utilization of the Port's container terminals and the general decline of the ship repair industry, interim uses on these sites would help the Port generate revenues, provide industrial property not readily available in San Francisco, and provide a means of policing and maintaining these properties until they are needed for maritime expansion.

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~~Under current policies of the BCDG/MTC regional Seaport Plan, which is undergoing an update and amendment process, BCDG typically restricts interim uses to five years or less. Given the Port's long-term outlook for expansion of container terminal space, and the fact that most interim uses on undeveloped sites would require capital improvements, longer leases will be necessary. Longer leases for Maritime Expansion Areas would allow the Port to rent facilities to established businesses which have the resources to maintain a stable presence in the area and comply with environmental standards, and also elicit additional revenues to support other Port priorities. Interim use policies in the Seaport Plan therefore should be reviewed and amended, as necessary, to allow longer lease terms.~~ Interim uses of a shorter term would continue to be appropriate for vacant or underutilized facilities within Existing Maritime Areas such as the existing container terminals at Piers 80 and 94/96.

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Portions of Pier 70 and Seawall Lot 352 are Class III landfill sites and are subject to closure requirements by the California Regional Water Quality Control Board ("Regional Board"). Interim land uses are restricted to those which will have no effects on ground water and surface water quality or have the engineering controls in place to prevent significant impacts. These requirements will affect the cost and timing of converting the properties into productive assets for the Port. Close coordination with the Regional Board will facilitate the timely closure of these landfill sites.

**Development of non-maritime land uses that would be beneficial to the Port and compatible with maritime activities should be considered in areas which are surplus to long-term maritime needs.**

While interim leasing will better utilize property reserved for possible growth in San Francisco's maritime industries, opportunities for other long-term uses on Port property may arise which should be considered and weighed against the merits of land banking.

~~Studies conducted for the current BCDG/MTC Seaport Plan amendment process have concluded that the existing or potential cargo terminal facilities at Piers 48, 50, 70, 80, 90, 92 and 94-96 are sufficient to accommodate the amount of cargo shipping business anticipated to occur at the Port of San Francisco through the year 2020. This conclusion has been corroborated by the Port's own market research indicating that the existing terminal capacity south of China Basin Channel exceeds the amount necessary to accommodate future anticipated cargo business. As a result, four sites in the Southern Waterfront have been identified that are surplus to cargo shipping needs and can be used for non-maritime activities, without interfering with existing terminal and intermodal/freight rail (ship-to-rail/truck transport) operations, or their ability to accommodate future projected growth in cargo activity.~~

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The first site, Seawall Lot 354/354.1, is less viable as a site dedicated to the cargo industry because it is small (3.4 acres), isolated from other Port property by Islais Creek to the south and Third Street to the east, and is outside of the Port priority area designated in the *Seaport Plan*. The second site is approximately 10 acres located near Cargo Way, away from the existing South Container Terminal and inland of the grain dock at Pier 90 and the liquid-bulk (tallow) facility at Pier 92. The third site is approximately 16 acres between 18th and 21st Streets in the vicinity of Pier 70. Preliminary conclusions of the *Seaport Plan* amendment process indicate that these sites are not required to meet future needs of the cargo industry.

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The fourth site that is surplus to future cargo needs is the former Western Pacific rail yard adjacent to Pier 80 (W.P. property), an approximately 30 acre site to be acquired by the Port in exchange for allowing ~~open space and residential~~ development on Port property in the Mission Bay Plan project area. This Mission Bay land exchange was predicated on a *Seaport Plan* policy, now proposed for deletion, which calls for reserving land to allow development of two new container berths between Piers 70 and 80. BCDC and MTC have indicated their intent to delete this policy in light of trends in the container cargo industry, alternate terminal sites available in the region, the substantial impacts of Bay fill associated with a Pier 70-80 expansion, and the conclusion that there currently is sufficient backland at Pier 80 to accommodate all potential shipping activity generated from the Port's existing berths.

After accounting for the above surplus sites, the Port would still have approximately 60 undeveloped acres adjacent to the 80 acre South Container Terminal and the 15 acre intermodal container transfer (freight rail) facility plus 37 acres adjacent to Pier 70 to accommodate cargo shipping warehousing, maintenance and other cargo support functions. Utilization of surplus property for revenue-generating non-maritime activities will provide the Port with increased financial resources to help meet debt service requirements of past terminal improvements, and underwrite the costs of ongoing capital and maintenance requirements for the terminals. Nevertheless, as a general rule, the long-term benefits of a proposed non-maritime use should be weighed against the value of reserving undeveloped property for possible maritime expansion and its concomitant capital outlay. Additionally, non-maritime development should not interfere with adjoining container terminal operations, including the existing intermodal yard.

**Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.**

Located a few miles from the center of San Francisco, the area around Pier 70 was developed in the late 1800's for maritime and other industrial businesses, with nearby residences for working-class families. The Union Iron Works was established at Twentieth and Illinois in 1883 for the building of steel steamships and men-of-war.

Unfortunately, the total amount of ship repair opportunities has diminished greatly since the end of the Vietnam War (see Appendix A). As ship repair contracts have decreased, the number of piers dedicated to use as ship repair facilities also has decreased. San Francisco Drydock, which operates out of Pier 70, and Service Engineering Company (SECO), which operates out of Pier 50, are the only full service ship repair companies with year-round operations at the Port.

San Francisco Drydock recently requested that the Port remove 18 acres, which are no longer needed for ship repair operations, from their lease agreements with the Port. The vacated area includes three turn-of-the-century Union Iron Works buildings along 20th Street (Port Building #101, 102, 104) which have outlived their maritime function and are slowly deteriorating. Especially noteworthy is the former Bethlehem Steel headquarters, a Beaux Arts style building at the corner of 20th and Illinois Street. The City's Landmarks Preservation Advisory Board has nominated these buildings as City landmarks. Renovation and incorporation of these three buildings in a mixed-use development, if consistent with the urban design guidelines called for in the Waterfront Plan, will preserve the industrial form of a by-gone era, while creating leasable space to meet current market opportunities.

A mixture of maritime and non-maritime land uses also is desirable to improve access to the Bay and attract people to this historic section of the City. Limited commercial uses (such as restaurants and retail establishments) would provide services for employees as well as attractions for the broader public and, at the same time, improve security in the area. Commercial uses in this heavily industrial part of the working waterfront should be designed to benefit the local maritime community as well as the general public. Of paramount importance, however, is the compatibility of any improvements with the ongoing ship repair operations.



*A vision for Pier 70 Mixed Use Opportunity Area*

Reserve or improve areas which will provide opportunities for the protection of wildlife habitat and for passive and active recreational uses.

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The Southern Waterfront offers several opportunities to observe a variety of waterfowl along undeveloped edges of the Bay's intertidal zone. These sites also offer compelling visual juxtapositions of the natural bay environment against the urban and industrial forms of the City.

**Warm Water Cove.** At the bayside terminus of 24th Street, Warm Water Cove provides an excellent opportunity for physical public access to the Bay and for off-site visual access to the container shipping operations at Pier 80. ~~The Seaport Plan currently designates this area for potential expansion of container cargo operations at Pier 80, which would require major site acquisitions and the filling of Warm Water Cove. However this designation is likely to be deleted in the Seaport Plan update, permitting the Port to invest in long-term improvements which attract people to the area and facilitate caretaking of the property.~~ Possible new uses include small boat or kayak storage and launching facilities, or limited commercial services for the work-day population.

**Islais Creek.** Islais Creek, located south of Cesar Chavez Street, runs through the City's industrial center. Although the creek has been significantly altered by industrial development, it still supports a habitat for juvenile fish rearing, provides some relief from surrounding urban activities, and offers water-oriented recreational opportunities. A constituency of interested citizens called the Friends of Islais Creek are actively pursuing public access and landscaping improvements on the south bank (west of the Third Street bridge), to complement the landscaped public access area on the north bank (east of the bridge) which was created as part of the City's sewer system improvements in the 1980's. Efforts should be made to build upon this citizen effort by enhancing and expanding these improvements. For example, public access improvements planned by the City for Seawall Lot 354 will extend a 50-foot wide pedestrian promenade along the northern edge of the creek.

**Pier 94.** The unimproved backland area in Seawall Lot 352 adjacent to Pier 94 consists of a large landfill area reserved for container terminal expansion. In the early 1970's, a section of the fill immediately adjacent to Pier 94 failed. As a result of that failure, adjacent fill material subsided, allowing tidal inundation and subsequent emergence of wetlands. If development of this property for interim or long-term uses causes filling of the wetlands, appropriate mitigation measures will be required.

**Pier 98.** Pier 98 is an approximately 25-acre landfill south of the Port's container terminals which was developed in the early 1970's to provide new area for container terminal expansion and a footing for the proposed Southern Crossing bridge over the Bay. This fill later subsided in some places, resulting in tidal inundation and the emergence of wetland vegetation. Pier 98 now provides habitat to a variety of shorebirds, and unimproved public access which is primarily used for fishing.





# THE SOUTHERN WATERFRONT ACCEPTABLE LAND USE TABLE (1, 2, 3)

## Key

- A = Acceptable Use  
~~E~~ = Existing Acceptable Use (1)  
 E/I = Existing Use/May Continue  
     As Interim Use  
 X = Accessory Use  
~~E/X~~ = Existing Accessory Use

	Maritime Uses (5)											Open Spaces/Public Access				Residential Uses		Commercial Uses										Other Uses			
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Area 49)	A			A	A	A		A			A	A				A	A		A	X	A	A		A	A	A	A	A			
Area 49)	A			A	E	E			E	E					E/I	E/I	E/I							E/I			A	E/I			
72								A				E	E									X									
Area	A				A	A							A			A		A	A					A	A			A			
80	E				E	E				E						E/I					E/X			E/I				E/I			
84	A												A	A										E				E			
Week	A			A		A		A				E	E																		
344	E		A		A	E					E	A												E/I			E	E/I			
Use 44)	A				A	A						A	A			E			A	A				E	A		A	E	A		
Area 44)	E				E	E				E		E/I*									E/X										
ility	E				A	E																		E/I				E/I			
98												E	E								X			A							
ets)												E	E																		
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el 2																				E				A				A			

## Table Notes

- This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.

- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

\* There is an emerging wetlands area near Pier 94. If maritime expansion in this area or other circumstances necessitate filling of the wetlands, appropriate mitigation will be implemented pursuant to all applicable environmental regulations.

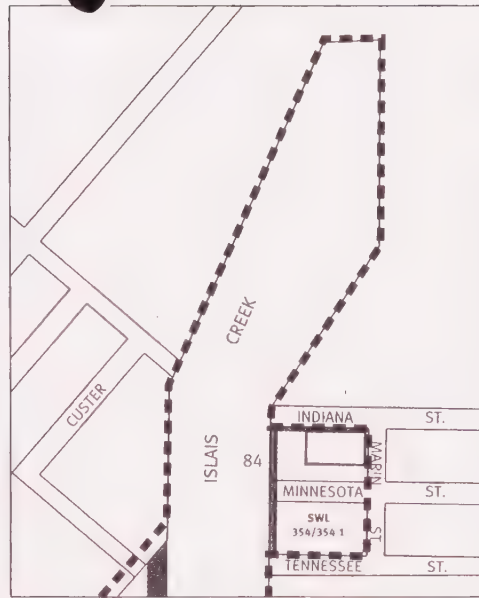




# THE SOUTHERN WATERFRONT SUBAREA

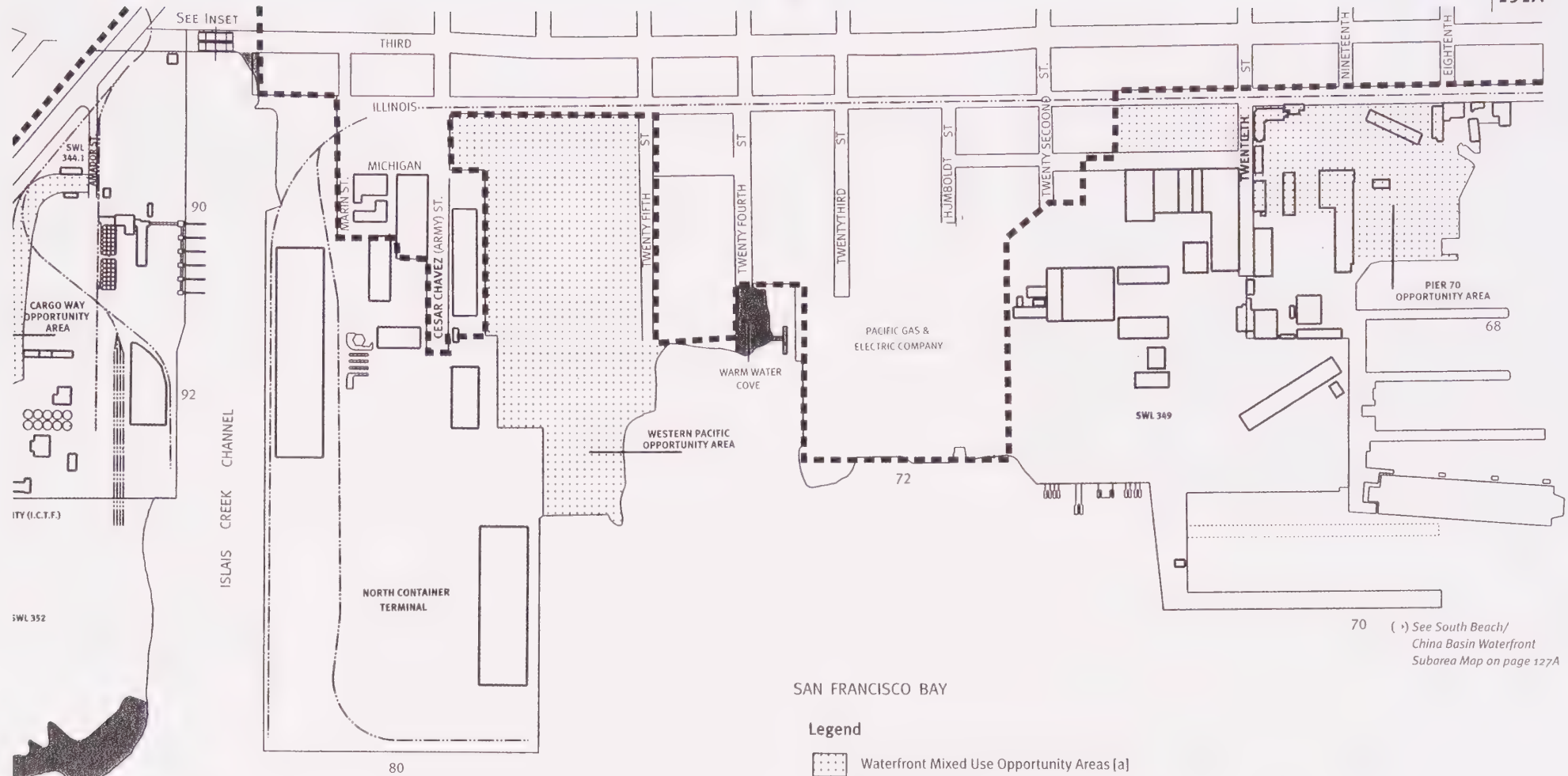


Note The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.



INSET





## SAN FRANCISCO BAY

## Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

[b] There are two exceptions to the generally contiguous shoreline property held by the Port between Hyde Street Pier and India Basin. Five parcels (and portions of existing and planned streets) within Port jurisdiction are located south of India Basin, just north of Candlestick Park; these parcels are identified on the map and Acceptable Land Use Table for the Southern Waterfront subarea. Portions of certain piers at Hunters Point Shipyard not shown on this map are shown on the Burton Act maps as within Port jurisdiction, but are currently under the control of the Navy; these areas are not included in the Draft Waterfront Land Use Plan because the land use policies included in the Re-use Plan for the Shipyard will apply to these sites.

## Map Notes

- Freight Rail Line
- Indicates condemned piers
- Waterfront Plan Project Area Boundary
- SWL Seawall Lot

1 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



NORTH

0 175 350 700

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## Western Pacific and Cargo Way Mixed Use Opportunity Areas

The Western Pacific Mixed Use Opportunity Area is adjacent to the Pier 80 North Container Terminal, an approximately 30 acre parcel that will be acquired by the Port in exchange for development of other Port property to the north pursuant to the *Mission Bay-Specific Plan*. The Cargo Way Mixed Use Opportunity Area is an approximately 10 acre site located inland of the existing grain elevator between Amador and Cargo Way, within Seawall Lot 344. These two areas are surplus to the needs of the cargo shipping industry, offering opportunities for a variety of industrial or commercial non-maritime uses that would be compatible with surrounding maritime-related operations, including light industrial and research and development activities. The development of such uses could generate much needed revenues to support the Port's facilities and maritime businesses. For example, a recent proposal for a cogeneration power plant in the Cargo Way Opportunity Area would provide inexpensive steam power to the Port's adjacent maritime tenants as a by-product of providing supplemental power to PG&E's nearby Hunters Point power plant. Efforts to forge such mutually beneficial land uses should be encouraged.

## Development Standards

### Western Pacific and Cargo Way Mixed Use Opportunity Areas

- If a cogeneration power plant is proposed in the Cargo Way Opportunity Area the project should include:
  - 1 State-of-the-art design which complements existing waterfront uses (including the nearby 1925 brick fire station) to the greatest extent possible;
  - 2 State-of-the-art environmental protections which mitigate emissions and other impacts on residents, wildlife habitats or other sensitive receptors in the South Bayshore area;
  - 3 Public benefits to the maximum extent, including open spaces and public access improvements and, possibly, public restrooms, maintenance support for Islais Creek open space improvements, public meeting rooms and parking.
- New uses in the Cargo Way Opportunity Area should provide support for, and avoid negative impacts on, the Islais Creek public access and open space improvements.
- Ensure that any use in these opportunity areas does not preclude nearby maritime activities, including rail service provided in the intermodal container transfer facility to the Port.
- Maximize the economic benefit to the Port of San Francisco from long-term uses in these opportunity areas.
- Ensure that new uses do not interfere with rail service to the Port.

## Development Standards for Other Existing Maritime or Maritime Expansion Areas

### Backlands to Piers 94-96 and 70

Much of the Port's property in the Southern Waterfront is reserved for future maritime expansion, including the backland areas adjacent to Piers 94-96 (Seawall Lot 352 and a portion of Seawall Lot 344); and a portion of the backland area at Pier 70 (Pier 68, 70 and Seawall Lot 349). Although some of these expansion areas would provide additions to the Port's container terminals, most are reserved for the development of cargo-related support services such as warehousing, which typically require large facilities at low cost.

### Development Standards

### Backlands to Piers 94-96 and 70

- Unimproved space or empty buildings which are not anticipated to be needed for maritime purposes within the next 10-20 years should be made available for interim uses. Lease terms of 10-20 years, and in exceptional cases 30 years, should permit amortization of tenant improvements or construction required for these interim uses. Interim uses particularly suitable for the area include: non-maritime warehousing, manufacturing, staging activities, use of grain silos for materials other than grain, bio-remediation, recycling operations, and open air storage. Prior to entering into 20-30 year leases, the Port should establish a process for determining that maritime business opportunities would not be jeopardized by the interim uses.
- Ensure that interim uses are compatible with maritime and industrial uses in the general area, and comply with all environmental regulations, including those governing landfill closure sites (where applicable).
- Ensure that interim use tenants are advised and fully realize that their tenure is of limited duration and that the ultimate status of the property is as a Maritime Expansion Area reserved for maritime use.
- Interim uses at Seawall Lot 352 and Pier 70 must be compatible with landfill closure requirements imposed by the Regional Water Quality Control Board.
- Abide by all applicable environmental regulations to avoid contamination of soil or ground water from the on-site handling of hazardous materials.

## Implementation of the Plan

The Draft Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the San Francisco waterfront. Implementation of the Waterfront Plan will proceed on two fronts:

- The Plan's policies and objectives will be incorporated into the regulatory framework that governs waterfront land use through a legislative process.
- Improvements on the waterfront, consistent with the Plan, will be realized through a site-specific development process.

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The legislative process began in 1990 when San Francisco voters adopted Proposition H, calling for preparation of a land use plan for a portion of the Port's property. Completion of the Draft Waterfront Land Use Plan is the first milestone in that process. After the Waterfront Land Use Plan Environmental Impact Report is completed, the Port Commission can then adopt the Plan, and forward: (1) conforming amendments to the City's *Master Plan* and City Planning Code for review and action by the Planning Commission; and (2) conforming amendments to the Bay Conservation and Development Commission's plans and policies, for review and action by BCDC.

The site-specific development process can begin in earnest upon completion of the legislative process. However, the Port's distressed financial condition dictates that, wherever feasible, economic revitalization should begin as soon as

possible. For example, the development process could be initiated now for any maritime uses, and for any non-maritime uses on Port land not subject to the Proposition H moratorium (such as the Port's seawall lots.) Given the long lead time required to obtain necessary land use entitlement, these project proposals could receive final approval at about the same time the Waterfront Plan receives final legislative approvals.

The legislative process and the site-specific development process necessary to fully implement the Waterfront Land Use Plan are discussed more fully below. As these processes unfold and related issues are further considered, more details about implementation of the Waterfront Plan will become available.



## Legislative Process for Plan Implementation

206 The people of San Francisco took the first step in the legislative process by enacting Proposition H, calling for the Port to prepare "a Waterfront Land Use Plan which is consistent with the terms of this initiative for waterfront lands." Waterfront lands were defined to include Port-owned piers and most of the Port-owned property within a 100 foot band along the shoreline from Hyde Street Pier to India Basin. The Port expanded the planning area to encompass all Port owned property in order to ensure a comprehensive program for the use and development of the City's waterfront.

207 Although the Draft Waterfront Land Use Plan has been prepared to meet the requirements of Proposition H, the Plan's policies and objectives and site-specific land use designations must also be embodied in the regulatory framework which now governs waterfront land use. The collective effect of existing state, regional and local waterfront land use regulations, as illustrated in "Land Uses Permitted Under Existing Waterfront Regulations", is to limit the variety of economically feasible development opportunities on Port property, and encourage proposals for large scale specialty retail centers. Regulatory constraints therefore undermine the Port's ability to seek the diversity of activities the public has requested during the waterfront planning process.

208 The principal plans and regulations for which amendments will be proposed and considered include the:

1. ~~Master Plan~~ of the City and County of San Francisco;
2. San Francisco City Planning Code; and
3. Bay Conservation and Development Commission's (a) *Bay Plan*; (b) *Special Area Plan*; (c) *Total Design Plan*; (d) *Seaport Plan*; and (e) Regulations.

209 In addition, State legislation may be required to clarify BCDC's authority to permit some of the land uses identified in the Draft Plan, such as maritime office uses on piers, and to ratify Port action related to any public trust lands proposed for non-trust related uses.

The precise form of the proposed amendments will be determined over the next year while the Environmental Impact Report is being prepared. Port staff has been conferring with City Planning Department staff to decide whether to follow the form of the current *Master Plan* which divides the waterfront into three separate geographic area plans (*Northeast Waterfront Plan*, *Central Waterfront Plan*, *South Bayshore Plan*), or whether a new consolidated waterfront plan element should be substituted. Similarly, the Port and BCDC staff will work together to establish an appropriate format for necessary amendments.

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## Land Uses Permitted Under Existing Waterfront Regulations

Land Uses	Seawall Lots (1)		Existing Piers				Substantially Rehabilitated Piers or New Fill			
	Public Trust	City Planning	Public Trust	BCDC	City Planning	Prop. H (2)	Public Trust	BCDC	City Planning	Prop. H (2)
Water Dependent Uses and Open Space	OK	OK	OK	OK	OK	OK	OK	OK	OK	OK
Non-Maritime Industrial	Incidental Temporary	Cond. Use Limited (3)	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Non-Maritime Office	Incidental Temporary	Cond. Use Limited	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Maritime Office	OK	OK	OK	Limited	OK	OK	OK	NO	OK	OK
General Retail (4)	Incidental Temporary	Cond. Use Limited	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Bay Oriented Retail (4) and Public Assembly	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	May be OK if less than 1/2 Pier (5)	Cond. Use Limited	Plan Required
Hotels	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	NO	OK	May be OK if less than 1/2 Pier (5)	Cond. Use Limited	NO
Residential	NO	Cond. Use Limited	NO	Limited	Cond. Use Limited	Plan Required	NO	NO	Cond. Use Limited	Plan Required
Parking	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	Limited	Cond. Use Limited	Plan Required

### Notes

- Although BCDC does not have jurisdiction over most Port seawall lots because they lie more than 100 feet from the Bay shoreline, the *Seaport Plan* recommends preservation of a substantial portion of the Port's upland property for Port-priority uses. Other BCDC plans contain recommendations for use of seawall lots.
- Proposition H applies within areas of the Port that coincide with BCDC jurisdiction.
- Conditional Use requires authorization from the City Planning Commission. Limited means that area plans limit uses to specific sights.

- General retail would include department stores, supermarket, etc. Bay oriented retail refers to retail services intended for people using the waterfront, such as restaurants, gift shops, specialty stores, etc.
- There are significant caveats regarding development of Bay-oriented commercial recreation uses (e.g. retail, public assembly) on substantially rehabilitated piers. Commercial recreation and public assembly uses are not permitted on new fill on Port property.

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### **The Need for Consistent Plans and Policies for the Waterfront**

Whatever form the legislative amendments may take, the Waterfront Plan Advisory Board recommends that all applicable plans and policies for the waterfront should be consistent and clearly presented, reflecting a consensus for the future use and development of the Port shared by all agencies with jurisdiction over the waterfront. To further this objective, the Advisory Board recommends that the Waterfront Plan goals and land use options be formulated as a special area plan, endorsed by the City and the Port, the State Lands Commission, and BCDC to supersede the existing BCDC *Special Area Plan* for the Port area. In addition, San Francisco voters may be asked to endorse the policies of the Waterfront Plan.

A wide range of substantive issues concerning waterfront land use policy may arise during the legislative process. More than twenty years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. During that time, changes in law, in the surrounding land uses, and in the economics of maritime industries have made existing planning documents obsolete in many respects. In fact, the planning agencies foresaw the decline in demand for pier space north of China Basin Channel for industrial water-dependent uses over 20 years ago and called for a subsequent planning effort to identify appropriate replacement uses for piers along the northern waterfront. (See BCDC *Special Area Plan*, pp. 2, 20, 25-6 and Maps 2&3.)

Given this need for a comprehensive review of existing plans and policies, the Waterfront Plan Advisory Board decided not to be restricted by existing regulations in identifying appropriate land use designations for Port property. At the same time, the Advisory Board was conscious of the extent to which controversy over waterfront land use policy could hinder implementation of plan objectives. Therefore, the Draft Waterfront Land Use Plan contains a broad range of acceptable uses on specific Port sites, including provisions for interim uses (see Chapter 3) to facilitate productive use of Port property while proposed changes in laws governing waterfront development are subject to further public debate. Of course, many existing land use plan objectives and policies are carried forward in the Draft Waterfront Land Use Plan. For example, no changes are proposed in the waterfront height limit (generally forty feet), except for a possible amendment to accommodate an arena (or a ballpark if approved by the voters; See Chapter 4 South Beach/China Basin Waterfront for further discussion.)

### **The Effect of the McAteer-Petris Act on Port Land Use**

It would not be appropriate to itemize all of the legislative amendments necessary to implement the Waterfront Land Use Plan until Port staff has had an opportunity to confer with the Planning Department and BCDC staffs, as well as with the public to identify inconsistencies between the Waterfront Plan and other planning documents. However, there are several substantive issues which warrant special mention because their



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resolution will require consideration of regulatory changes at the state, regional and local levels. Most of the issues arise from the *McAteer-Petris Act*, which established the Bay Conservation and Development Commission. BCDC has the authority to permit or deny any project in or over the water, or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. Much of the Port's property falls within BCDC jurisdiction. BCDC policies will determine the extent to which the Port will be able to maintain existing uses, authorize interim uses, and encourage any substantial renovation of existing pier facilities to accommodate new uses, consistent with the Waterfront Land Use Plan. The importance of BCDC's role in protecting San Francisco Bay from excessive fill and in preserving Bay waterfront for water-oriented uses cannot be emphasized enough. For the past 25 years, BCDC regulations have protected the waterfront from massive non-maritime development and preserved it for water-oriented uses. Major policy changes should not be sought. Accordingly, much of the implementation of the Waterfront Plan should be able to occur with little or no change to the *McAteer-Petris Act*.

However, there are issues, particularly those related to replacement piers and fill credits, for which the *McAteer-Petris Act* provides little policy guidance. BCDC staff has previously identified a review of the replacement pier provisions of the *Bay Plan* in its work plan. The issue is an important one for the Port because the Port has a number of existing facilities, including many piers that extend into the Bay, for which there is no current demand from water-oriented users. The *McAteer-Petris Act*, which governs the reuse of these facilities, was enacted to address the problem of excessive new filling of the Bay for non-water-oriented uses, but provides little policy guidance with respect to piers that pre-date the Act. As discussed in Chapter 1, the demand for pier facilities for water-dependent uses has declined dramatically due to (1) the decline in ferry passenger travel, (2) the shift to containerization of cargo, (3) the rising preeminence of the Port of Oakland in container shipping and, most recently, (4) the planned reduction in naval military operations. These same forces have led to a surplus of facilities elsewhere around the Bay which could accommodate water-dependent uses.

## BCDC's Jurisdiction

For the past 25 years of this transition, the *McAteer-Petris Act* has governed the reuse of the Port's pier facilities. The *McAteer-Petris Act* requires any person "wishing to place fill, to extract materials, or to make any substantial change in use of any water, land or structure" to obtain a permit from BCDC if the development is "within the area of the Commission's jurisdiction." (Government Code §66632.) The State Attorney General's Office has explained that the Commission has two types of jurisdiction:

- 1 Jurisdiction over a 100-foot band abutting the Bay shoreline ("shoreline band" jurisdiction) where, unless the land has been designated for water-oriented priority land uses, the Commission may deny an application "only on the grounds that the project fails to provide maximum feasible public access, consistent with the proposed project, to the Bay and its shoreline" and

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- 2 Jurisdiction over the Bay itself (“bay” jurisdiction) where the Commission applies stricter criteria in reviewing the proposed development, among them the requirement that the project be “water-oriented” and that there be “no alternative upland location...available for such purpose.” (See §§66605, 66610, 66611, 66632, 66632.4.) Attorney General, Informal Opinion dated October 8, 1986.

Unfortunately, the *McAteer-Petris Act* did not clearly define which of the two types of jurisdiction applied to the use and development of pre-existing pile supported structures, or piers, over the Bay. Through administrative interpretation, and informed by an Attorney General’s opinion in 1970, a policy emerged whereby:

- 1 Proposed development that involves no, or routine repairs to the pier or its substructure would be considered under BCDC’s “shoreline band” jurisdiction and could therefore be approved without limiting the uses supported by the pier to “water-oriented” uses.
- 2 Proposed development that involves the complete removal and replacement of a pier would fall within BCDC’s “bay” jurisdiction, and could be approved only if the new uses were those for which the Commission could authorize new fill (e.g., water-oriented uses), and the project satisfied the “replacement pier” policies, discussed below.

### Replacement Pier Policies

The “replacement pier” policies were adopted by BCDC a few years after the *McAteer-Petris Act*, specifically to address replacement uses for the Port of San Francisco’s finger piers. The *Bay Plan* provides that if the piers deteriorate or become technologically obsolete for commercial shipping or other maritime purposes, then they can be removed and replaced with “replacement fill” subject to the following limitations:

- 1 The replacement fill would cover an area smaller than the area of the pier being removed; and
- 2 Only up to 50% of the area of the pier being removed could be used for Bay- oriented commercial recreation or Bay-oriented public assembly, defined as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*Bay Plan*, p. 37.) The remainder of the replacement fill, if any, would have to be devoted to public recreation, open space or public access.

Nearly 15 years after the replacement pier policy was adopted, the Attorney General’s Office was asked for an informal opinion regarding the Commission’s jurisdiction over pier development that would require substantial repairs to the pier, but not complete reconstruction. In 1986, an informal opinion was issued which

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### Further Limitations on Port Land Use Arising from Interpretation of the McAteer-Petris Act

concluded that proposed development involving more than routine repairs to the pier or substructure would require case-by-case review. If BCDC determined that the work “tends toward creation of what is essentially a ‘new’ structure, ...one that is significantly different from what existed prior to the work in terms of its utility or life expectancy or the time period that will be necessary to amortize its overall cost,” then BCDC’s “bay” jurisdiction would be triggered, and the uses supported by the pier would have to be “water-oriented” uses. (Attorney General’s Informal Letter Opinion, dated October 8, 1986.)

The Port has struggled with the implications of this interpretation of the *McAteer-Petris Act* since it was issued. At that time, there were seven piers and bulkhead buildings (Piers 40, 24, 1, 1½, 3, 33 and 35), in addition to the Ferry Building and the Agricultural Building, which would require substantial repair or reconstruction in order to establish the uses identified in BCDC’s *Special Area Plan*. BCDC’s *Special Area Plan*, adopted in 1975, identified uses for several of those piers that were not considered “water-oriented” uses, such as office or community facilities, on the assumption that those uses could be established without the need for complete reconstruction of a pier. When the Attorney General’s Office interpreted the Act as extending “bay” jurisdiction to new development involving substantial repair to the pier structures, it became clear that the *Special Area Plan* use designations could not be realized.

This new interpretation of the *McAteer-Petris Act* effectively prohibited maritime-related office uses, otherwise a permissible public trust use, on any pile-supported structure in need of substantial repair. The effect of this ruling on the Ferry Building, the Agricultural Building, and several bulkhead buildings was of particular concern because those facilities had been constructed or long used for office purposes that would no longer be permitted if seismic retrofitting and structural repairs were undertaken. In addition, Port staff believed that the public would not support extensive development of Bay-oriented commercial recreation uses (e.g., specialty retail, restaurants and hotels) in those buildings, as well as on the many piers identified for reuse. Nor would there be market justification for extensive development of a single type of commercial use. Yet, under the replacement pier policy, commercial recreation was the only type of permitted new use that could generate sufficient revenue to carry the cost of structural and public access improvements to those facilities.

In 1987, the Port initiated an amendment to the *McAteer-Petris Act* to allow repair, replacement or reconstruction of the piers and pier structures, no larger than the pre-existing pier or structure, for purposes consistent with the public trust, provided that significant portions of the area were devoted to public access and recreation.

The Port was forced to withdraw its proposed amendment to the *McAteer-Petris Act* in the face of political opposition based on a variety of objections. In the seven years since then, BCDC acted independently to provide



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Although there are many reasons why Port waterside facilities have deteriorated, the policies embodied in the *McAteer-Petris Act* may be the primary determinant of the future use and development of the Port. The State government clearly places priority on preserving the waterfront in the long term for water-oriented and maritime uses. The State government also has an interest in establishing a coherent policy for the effective reuse of facilities on public trust lands which the Port manages on behalf of all people of the State. New land use policies must be formulated which distinguish between uses appropriate to facilities which pre-date the *McAteer-Petris Act* and uses which would justify new fill in the Bay.

### Other Legislative Issues

In addition to substantive policy issues stemming from the *McAteer-Petris Act*, there are a number of other issues which require special attention during the legislative process of implementing the Waterfront Land Use Plan. For example, although the Draft Waterfront Land Use Plan provides for flexibility in the siting of a range of acceptable uses, the siting of certain large scale uses on Port property, such as an arena, would require additional legislative action at the local level to amend the height limit. In general, the Waterfront Plan maintains current height limits in order to protect bay views from hills and buildings and to avoid the effect of closing off the Bay with large structures.

State legislative action also may be required to implement certain acceptable non-maritime uses (such as residential or general office on certain seawall lot sites), or to allow long-term interim uses proposed in the Draft Waterfront Land Use Plan. Under the *Burton Act*, the Port Commission was delegated authority to declare such property "surplus" to the needs of the public trust, and lease it for a period not to exceed 66 years, for "the purposes of such development and use as the Commission finds to be in the public interest." (*Burton Act*, Calif. Statutes 1968, Ch 1333, as amended by Statutes 1975, Ch. 422, Section 3, Subd. 6.) However, in the context of the South Beach-Rincon Point Redevelopment program, the State Lands Commission questioned the validity of the *Burton Act's* legislative delegation to the Port Commission. In order to ensure that the State would recognize the leases entered into for affordable housing developments in the event that the trust grant to the City was revoked, State Lands Commission approval of the lease was required. (Public Resources Code §6701 et seq.) Therefore, to allow the project to proceed in a timely fashion, the Port acceded to State Lands' demand that the State Legislature be asked to specifically authorize the non-trust residential use of the property declared surplus to public trust needs.

This same issue would likely arise with respect to implementation of any non-trust use of Port property. Consequently, State legislative action will likely be required to implement the Waterfront Land Use Plan, either to reaffirm and clarify the original intent of the *Burton Act* or, if necessary, to specifically authorize leases for non-trust purposes.

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The legislative actions necessary to implement the Waterfront Land Use Plan cannot be approved until the Waterfront Plan Environmental Impact Report is completed. However, in the intervening months, the work of drafting technical amendments and formulating policy revisions will be underway. Public hearings before City Boards and Commissions, as well as BCDC, can be held to ensure that all issues and concerns are addressed in the final Waterfront Land Use Plan and related implementing and regulatory amendments. At the same time, work can begin to reform the site-specific development process, and to initiate specific project proposals.

## Site-Specific Development Process for Plan Implementation

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Implementation of the Waterfront Land Use Plan requires legislative action to incorporate the Plan's policies and objectives into the existing regulatory framework, as well as an efficient site specific development process for major projects so that new land uses and improvements can be realized. The Waterfront Plan Advisory Board decides that plan implementation should accomplish the following objectives:

### Plan Implementation Objectives

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The implementation structure for the Port's Waterfront Land Use Plan should be designed to meet the following objectives:

- 1 On a **broad policy** level, the Plan's implementation should (1) maintain and, where necessary, improve and expand maritime facilities to meet the current and future needs of maritime activities, (2) satisfy public access and environmental concerns, and (3) enhance the financial stability of the Port.
- 2 The Plan's implementation should ensure that project development is effected on a **quality** basis, attracting Bay Area residents and other visitors to the waterfront.
- 3 The implementation process should streamline and **simplify the legal compliance process** by establishing consistency among all relevant waterfront plans and regulations, thus encouraging developers to undertake projects. Maximum early coordination with regulatory and permitting agencies (e.g., State Lands Commission, BCDC, City Planning Commission) should be effected for each proposed project and development. This is not meant to imply reducing or eliminating environmental protection of the Bay.
- 4 The Plan and Plan policies should be administered and applied with maximum feasible **continuity and uniformity** (relatively free of political influences).
- 5 The implementation process should seek to obtain broad community support and maximize public input and community outreach.

- 6 The implementation process should provide affirmative action to minorities and women and encourage business and employment opportunities for all segments of San Francisco's diverse cultural and ethnic community. In addition, the Port should adopt a policy whereby San Francisco residents are given priority hiring preference.
- 7 A standing advisory body comprised of maritime experts and industry representatives should be appointed to concentrate on a strategy to promote and support maritime business.

In the past, the process by which projects were selected and implemented has often fallen short of the objectives outlined above. First, there have been insufficient opportunities for formal public input at the inception of the development project concept. Second, there has been a lack of coordination on design review and use guidelines at an early stage in the process among local, regional and state agencies with jurisdiction over the waterfront. Third, the process has been lengthy and complex, leading to costly delays and making waterfront development a high risk venture. All of these deficiencies will be improved by achieving consensus through the legislative process on a balanced and implementable land use plan. However, there are also recommendations for reforming the site-specific development process which will further the objective of improving and streamlining the process through which new waterfront projects receive entitlements. The Waterfront Plan Implementation Process flow chart outlines the Waterfront Plan Advisory Board's recommendations for improving the site-specific development process.

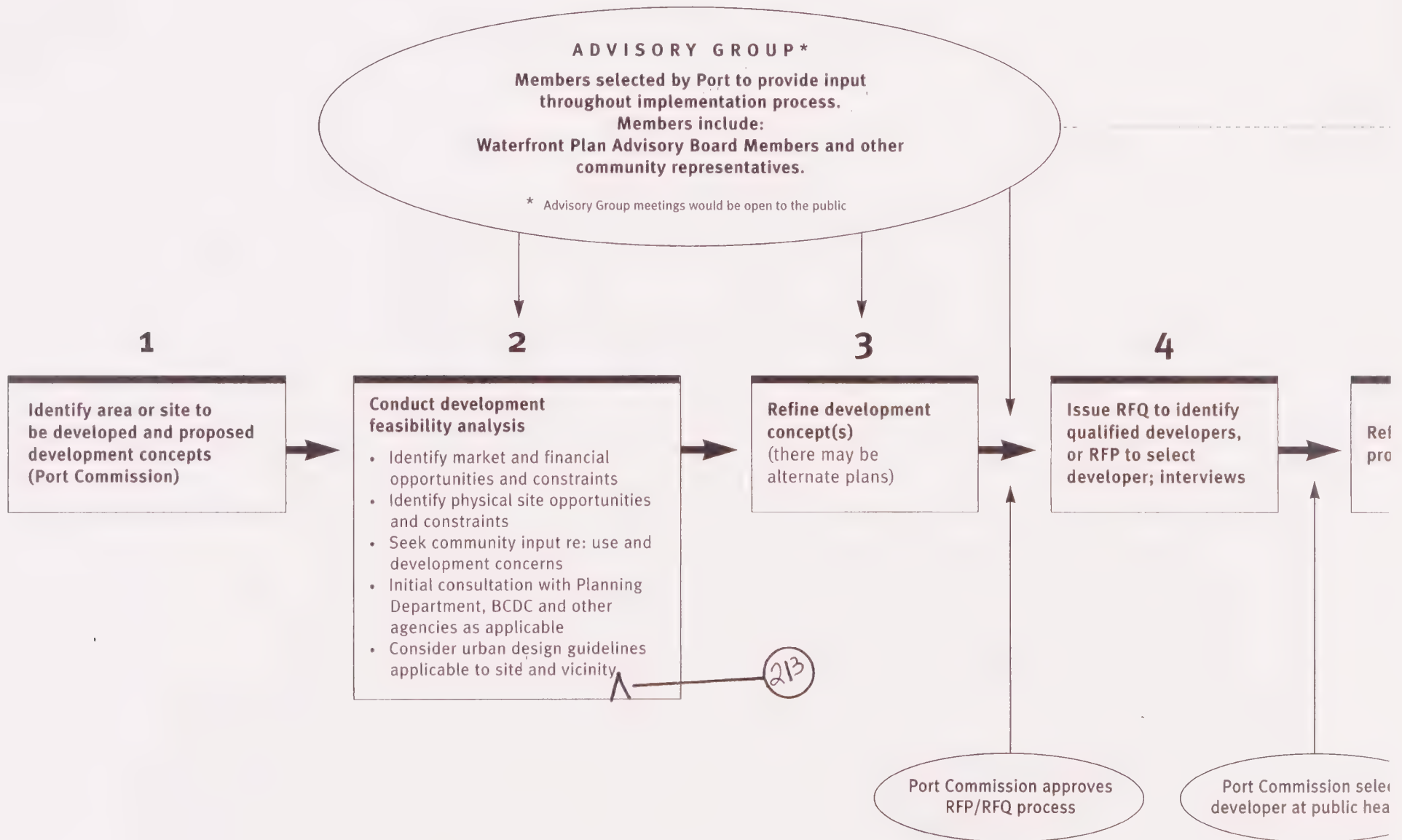
In order to achieve the objectives for implementation of the Plan set forth above, the Advisory Board recommends changes to the site-specific development process. The principal recommendations include:

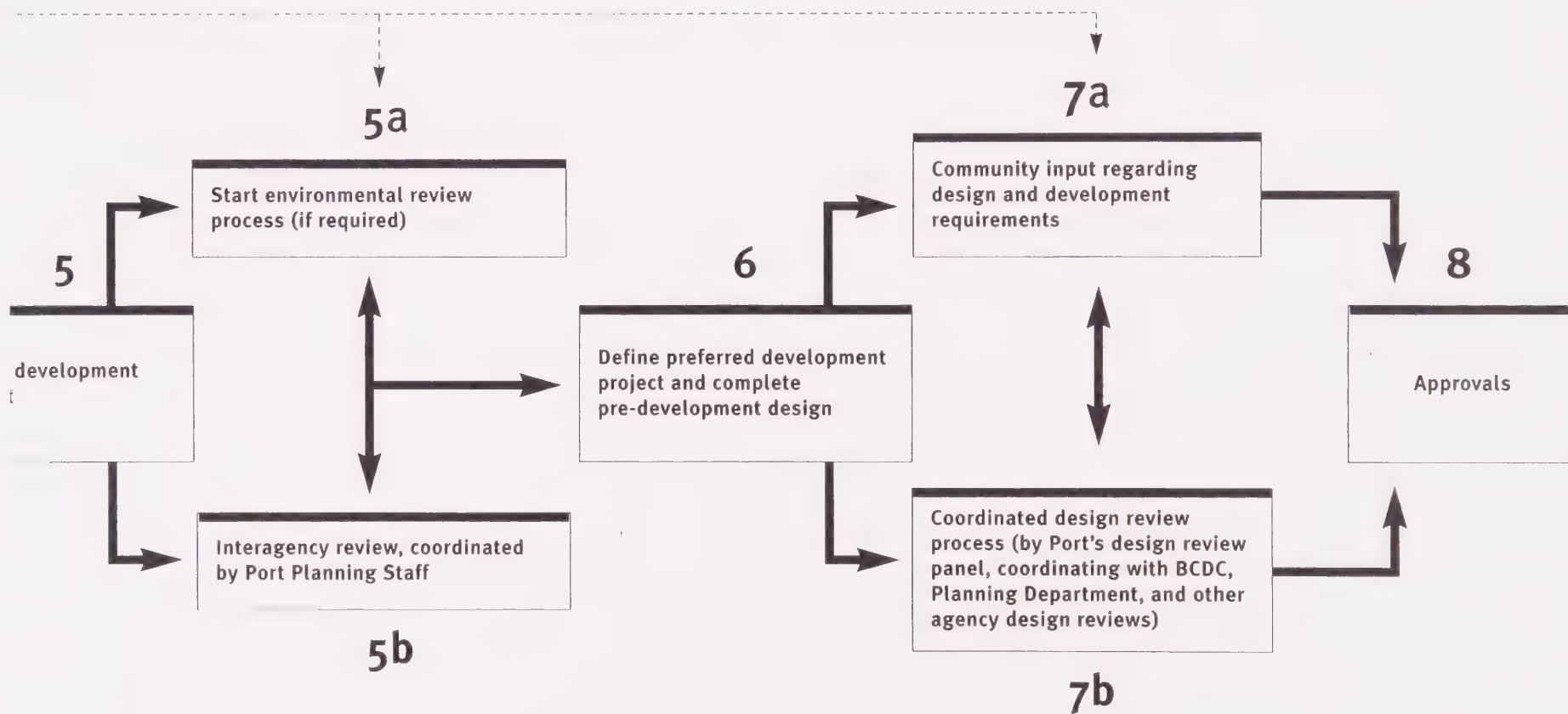
1. Establish an advisory group for major projects to provide input and guidance at an early stage in the process when the feasibility of alternative development concepts is analyzed, thereby encouraging community participation and input prior to identifying a development concept. Once the development concept has been defined and applicable requests for qualifications and/or requests for proposals have been issued, the function of the advisory group would be completed. However, individual advisory group members would be encouraged to participate along with other interested citizens in all public hearings and community input meetings that are held to review the project as it proceeds through the permitting and development process.





## Waterfront Plan Implementation Process









- 2 The Port should select community representatives and other qualified individuals to serve as part of the advisory group, as appropriate for the site and project concept under consideration. The size of the group should reflect the importance or complexity of the project. Waterfront Plan Advisory Board members should be included, where appropriate, to offer their expertise and provide continuity in the planning process.
- 3 Urban design policies and design guidelines should be considered in identifying development concepts and should be reflected in the specifications included in the request for proposals.
- 4 Port staff should take an active role in soliciting thorough review by the Planning Department, BCDC, and other agency staffs, as appropriate, when the feasibility of potential development concepts is being analyzed.
- 5 The Port Commission should provide an open forum for discussion of important issues related to development concepts for major projects as part of the public hearings held to consider approvals of requests for proposals.
- 6 Requests for proposals should be broadly distributed, and an effort should be made to extend development opportunities to all segments of San Francisco's diverse cultural and ethnic communities. Consistent with federal, state and local laws, the Port should provide affirmative action to minorities and women for leases, concessions, contracts, subcontracts, and other business and employment opportunities. Specific steps should be identified to further this objective. In addition, a policy should be adopted whereby San Francisco residents are given priority hiring preference.
- 7 Once the Port Commission selects a developer (and, for larger projects, enters into an agreement to negotiate exclusively with that developer), Port staff should coordinate inter-agency involvement in the process of refining the development project program and conceptual design.
- 8 A design review process should be established that avoids reliance on sequential review by each agency with jurisdiction over the site, in order to 1) minimize delay and unnecessary expenses, and 2) ensure that the concerns of the respective agencies are resolved in a satisfactory manner at the earliest possible stage of the design process.
- 9 A joint application for project review should be considered to simplify and unify the regulatory procedures, and expedite the approval of worthy projects.

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## Site Plan Approval Process

An additional possible reform identified in the planning process deserves further consideration: Streamlining the conditional use authorization process, and/or conducting a design review process that is separate from the conditional use process, to enable more uses to be permitted as of right. This concept could be integrated into a new use authorization mechanism for City Planning Department/Commission review.

Under current regulations, all non-maritime uses on Port property north of Pier 24 are designated as “conditional uses,” requiring Planning Commission authorization determined under very general standards and criteria, with a possible appeal to the Board of Supervisors. This approach was adopted to ensure that new non-maritime uses would be subject to design review, and to provide the Planning Commission with authority to impose conditions on use consistent with *Master Plan* policies. However, this approach imposes a disadvantage on Port property relative to similarly situated property in adjacent districts. For example, new restaurants are classified as principal permitted uses in the C-3 district and in the South Beach-Rincon Point Redevelopment Area, whereas the same use on Port property, even if located wholly within an existing structure, requires conditional use authorization, a requirement that can add six months or more to the entitlement process. The additional time and uncertainty occasioned by this requirement increases investor risk, lowers returns on investment, and consequently limits the Port’s ability to obtain favorable revenue terms in lease agreements.

An alternative would be to substitute a site plan approval process for the conditional use process, reserving the conditional use authorization for uses that are truly exceptional in nature. Formalizing the design review process and initiating review at an early point in concept development, will address many of the types of concerns currently resolved through the conditional use authorization process. A Planning Commission site plan approval requirement for substantial new projects (instead of a conditional use permit) would provide an appropriate mechanism for obtaining Planning Department input, while creating both certainty and potential flexibility for project sponsors. This mechanism may be especially well-suited to many of the larger Waterfront Mixed Use Opportunity Areas identified in the Waterfront Plan, where phased implementation of a project could best be managed through an overall site development program, reviewed pursuant to a site plan approval process. Of course, a reform of this sort will require consideration and discussion by the Planning Commission and its staff. To start the discussion, it is proposed that the site plan approval requirement could be imposed whenever any of the following circumstances arise with respect to a new development proposal:

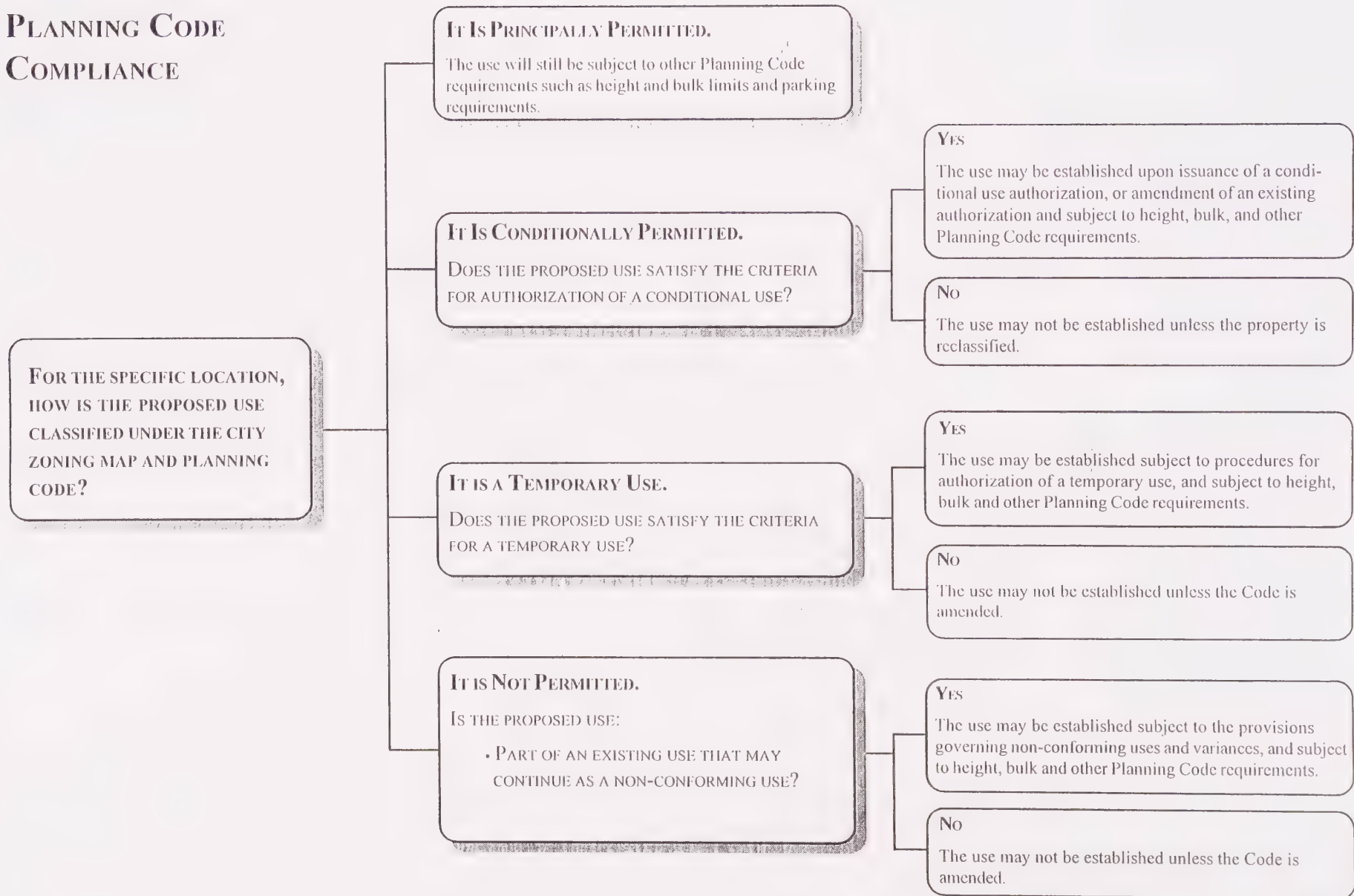
- 1 Substantial modification to an existing site or structure, defined as any such improvement in excess of \$1 million (subject to further discussion); or



# FIGURE B

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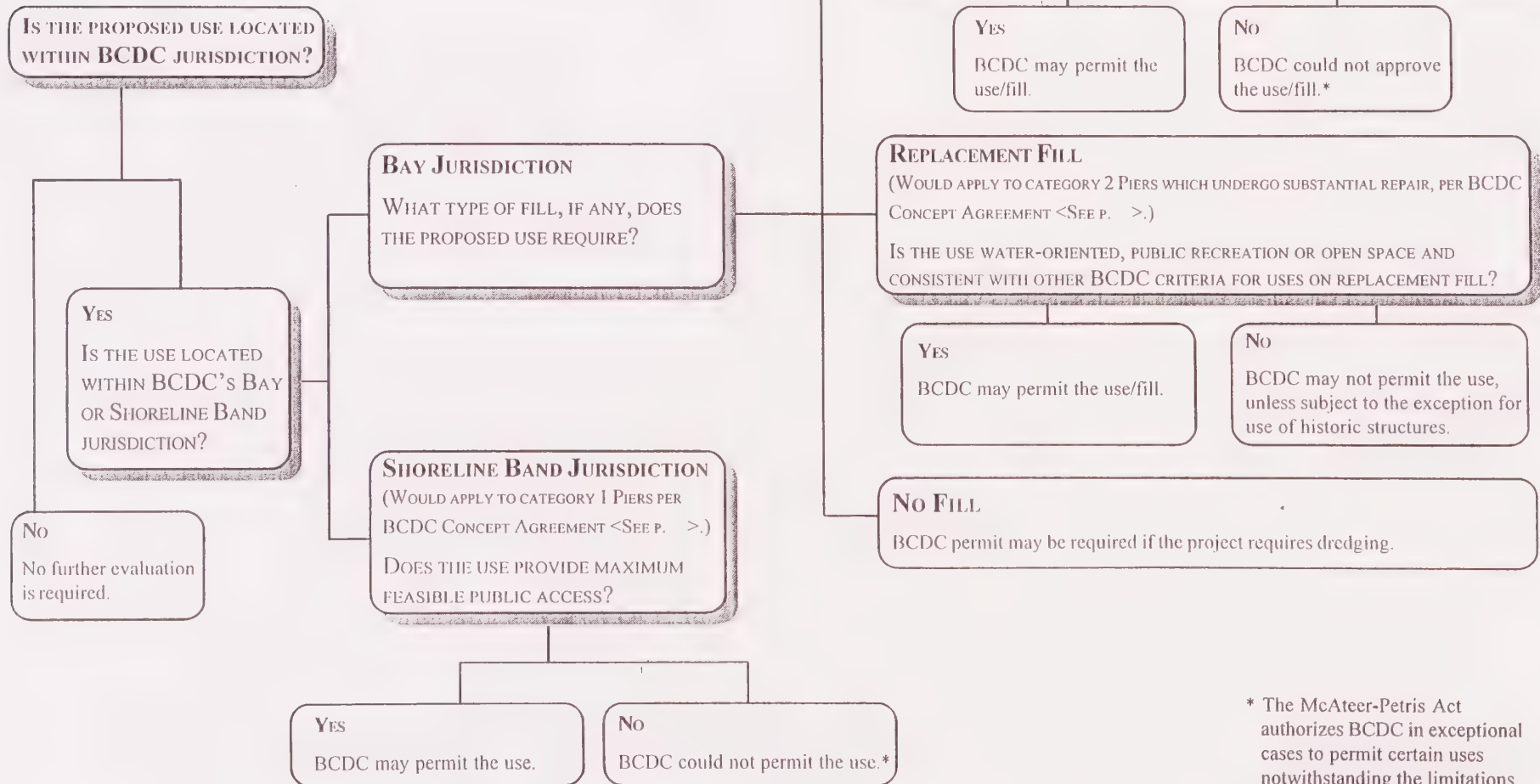
## PLANNING CODE COMPLIANCE



# FIGURE C

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## BAY CONSERVATION AND DEVELOPMENT COMMISSION EVALUATION



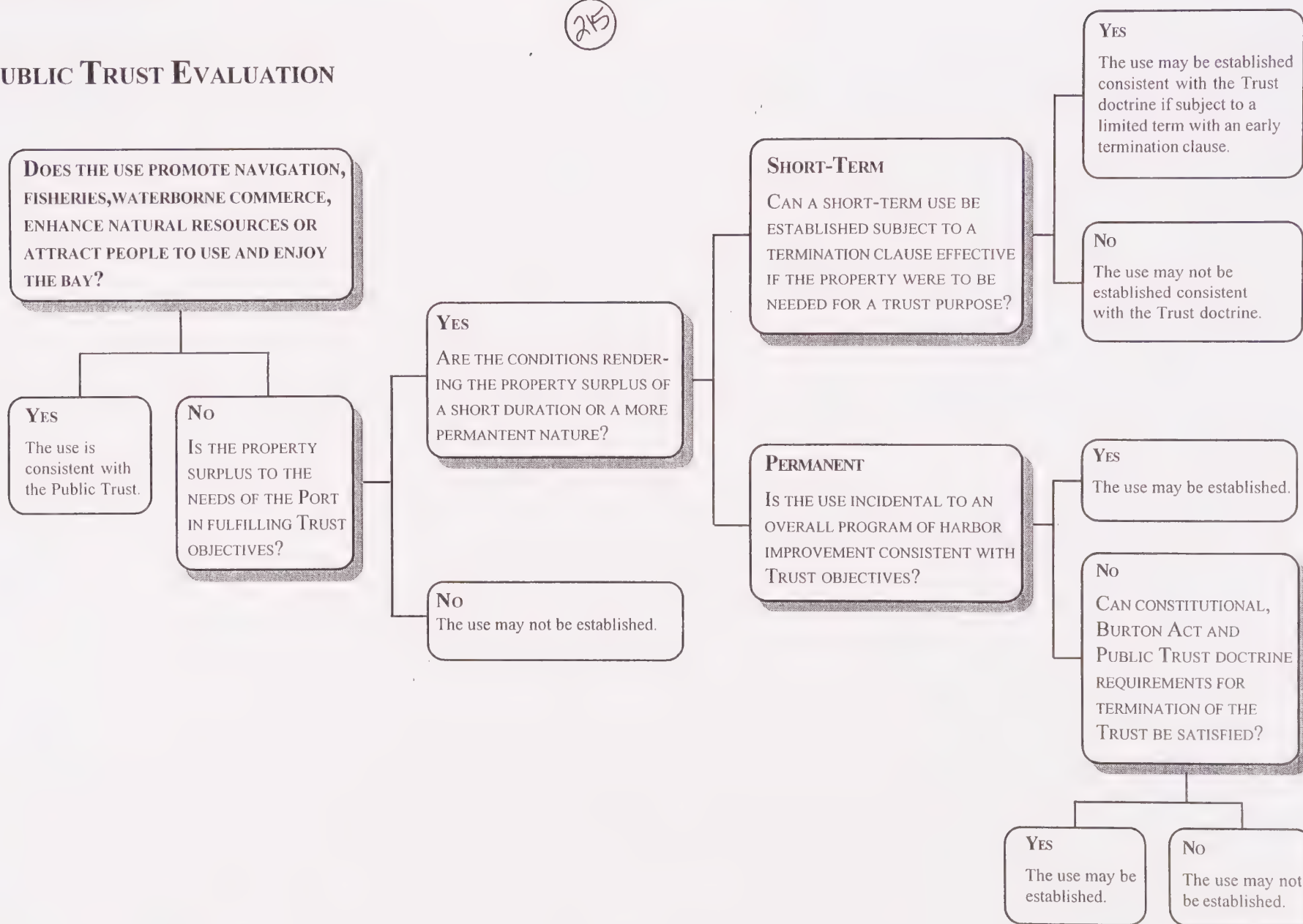
\* The McAteer-Petris Act authorizes BCDC in exceptional cases to permit certain uses notwithstanding the limitations of the Act (e.g. historic structures).

Contact the Waterfront Information Line at (415) 274-0354 or BCDC at (415) 557-3686 for assistance in determining if, and what type of fill is required.

# FIGURE D

## PUBLIC TRUST EVALUATION

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- 2 Any major alteration (to be defined) to the exterior of an existing structure, excepting repairs or maintenance necessary to restore the structure to its original or pre-existing condition, or signage and awnings consistent with City ordinances; or
- 3 Any significant intensification (to be defined) of an existing use or change of use within an existing structure, if that use is not a principal permitted use within the nearest adjacent use district.

As the Waterfront Land Use Plan makes its way through the legislative process, appropriate policies and, if necessary, legislation can be agreed upon regarding the process by which site-specific development or use proposals are defined, reviewed and approved. For example, as discussed in Chapter 3 under Interim Uses, it will be necessary to review existing City Planning Code provisions governing appropriate uses in selected districts near Port property to refine the list of uses which, although not appropriate for long term development, may be established on an interim basis. Other possible City Planning Code revisions may be drafted to amend parking requirements, in order to allow creative approaches to more efficiently meet parking demand generated by land uses on Port property.

### State Lands Commission Approval Process

The State Lands Commission has oversight authority with respect to public trust lands. Where the State has granted responsibilities for managing trust lands to a local agency, as is the case with Port property, the State Lands Commission does not usually become directly involved in leasing decisions for specific uses. However, State Lands Commission approval of a lease is required if the lessee wants to be assured that the State would continue to honor the lease in the event the trust grant to the local agency were revoked. (Public Resources Code §6701.) Approval is therefore often sought for projects involving a long lease term where substantial improvements are to be made to the trust property.

In reviewing leases under this statute, the State Lands Commission must make the following determinations:

- 1 That such lease, contract, or other instrument is in accordance with the terms of the grant or grants under which title to the tide or submerged lands in question is held.
- 2 That the proceeds of such lease, contract, or other instrument shall be deposited in an appropriate fund expendable only for statewide purposes authorized by a legislative grant.
- 3 That such lease, contract, or other instrument is in the best interests of the State.

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If State Lands fails to make the necessary determinations within 90 days of receipt of a complete application for review, then, unless the time period is extended by mutual consent, the lease agreement is deemed approved. In some cases, State Lands review could begin about the same time as BCDC permit review, if BCDC review is necessary. However, if BCDC's final decision were to alter the lease agreement significantly, then State Lands review would be delayed.

This additional level of review for any significant project along the waterfront adds considerably to the already lengthy and costly local and regional approval process. Consequently, it is critical that local agency review and approval processes be as efficient as possible. In addition, in light of State budget constraints and staff reductions at the State Lands Commission, the Port should closely monitor this State review process, and identify ways of minimizing delay. An additional delay in project approval of three months or more, added to an already multi-year entitlement process, could be a further deterrent to investment in Port projects.

## Future Review of the Plan

Whenever there is a proposal to significantly change the status quo, it is important to build in a subsequent review process to ensure that new problems are not merely being substituted for old problems. In fact, Proposition H calls for review of the Waterfront Land Use Plan with a report back to the Port Commission every five years, to reevaluate conditions in light of the policies embodied in the initiative. Such a review process would also provide an opportunity to learn from development projects undertaken prior to that date, and to refine the development and entitlement process through further policy amendments or legislative action, if necessary.

In addition, strategies for maritime industries should be re-evaluated at that time. In addition to the required five year Plan reviews, changes in circumstances or new approaches to development may warrant amendments to the Waterfront Land Use Plan in between 5 year reviews. As for all long-range plans, ongoing review, updating and monitoring of the Waterfront Plan will help ensure that the policies continue to be relevant and provide appropriate guidance for future actions.

## Financial Aspects of Plan Implementation

### Funding Sources

As discussed in Chapter 1, under the *Burton Act*, revenues generated by the Port are to be used only for Port purposes. The Port receives no operating subsidies from the City. Thus, although the Port is structured much like other City departments, it is unique in that it must discharge its duties in furtherance of statewide interests, and does so without monies from the City's general fund. And, its duties and constituents are extremely varied.



Funding sources for Port capital projects include revenue bonds, operating revenues, operating fund accumulated surplus, grants, and general obligation bonds. Unfortunately these funding sources are not likely to yield significant new capital funds in the near future.

### **Revenue Bonds**

Revenue Bonds (bonds secured by a pledge of net operating revenues of the Port) have been the Port's traditional method of financing capital projects. Revenue Bond financing amortizes project costs over the useful life of the project, matching cost and benefit. The Port currently does not have additional debt capacity, nor will it have such capacity in the future unless it identifies new revenue-generating uses for its property.

The Port recently refinanced its revenue bonds, which will result in a savings of \$10.6 million beginning in fiscal year 1994/95. The Port received \$5.4 million at the completion of the bond sale. These funds have been allocated for improvements at Fisherman's Wharf, the Pier 35 cruise terminal and capital equipment, and will be expended within 2 years. More recently, the Port has been able to fund a few small capital projects.

### **Operating Revenues**

Over the last several years, due to the constraints of its annual operating budget, the Port has been unable to fund even small capital projects. Soon, the Port expects to be able to fund a few small capital projects because it has increased revenues from existing facilities.

### **Operating Fund Accumulated Surplus**

Funds are added to surplus each year when actual revenues exceed actual expenditures. The Port's Capital Plan needs are far in excess of any surplus that the Port is likely to accrue in the absence of new revenue-generating projects.

### **Grants**

Although the Port has been very successful in obtaining grants in recent years, the availability of grant funds is limited and the Port often must compete with other City and regional agencies for scarce funds. Grants also usually require at least 25% in matching funds. Although the Port continues to seek and obtain grant funds, they are not a reliable funding source for capital projects. As the competition for grants gets tighter, relying on this "revenue" source as a means to make major capital investment decisions will become an even riskier and uncertain way for the Port to run its business.

### **General Obligation Bonds**

General obligation bonds are bonds secured by the taxing authority of the City & County of San Francisco. In the past, the Port has explored this alternative funding source with the City. The argument for the use of City tax support to fund Port projects is that the benefits of Port projects have a City-wide economic impact. On the other hand, there is long standing sentiment that the Port should be entirely self-supporting and there is little incentive to change this view given the many other City projects and priorities (schools, hospitals, libraries, etc.) for which there are limited funding alternatives. General obligation bonds for Port purposes are probably unrealistic in light of the City's current budget shortfalls and limited debt capacity, but should be considered in the future when the City's economic condition improves.

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### Effect of the Waterfront Land Use Plan on the Port's Finances

In light of the Port's financial needs and the economic benefits it brings to the City and the region, the Waterfront Plan Advisory Board proposed to develop a balanced and implementable Waterfront Land Use Plan that allows the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the needs of San Francisco's maritime industries and for new public access, open space and other public benefit waterfront projects.

Towards that end, the firm of Economics and Planning Systems (EPS) was hired during the planning process to analyze the financial and economic impacts of the mix of land uses that the Advisory Board considered for the waterfront. EPS produced a computer model for the Port that incorporates potential costs and revenues associated with different land use choices. The computer model provided general financial information to assist the Advisory Board in formulating this recommended Draft Waterfront Land Use Plan. Land uses were considered first on sound planning criteria, and second with an eye towards their revenue implications. The model provided a check to guard against a plan that may not be financially viable and might leave the Port in a worse financial state.

The Advisory Board studied the financial implications of several land use scenarios that could occur under the recommended Waterfront Land Use Plan. They determined that the type and level of land uses that could result from the Plan would, in aggregate, yield significantly better financial results than the more limited development opportunities permitted under existing regulatory conditions, but that such development would not likely meet all of the Port's financial requirements. As a result, the Advisory Board determined that, although the Waterfront Land Use Plan is a key component of the Port's strategy for improving the condition and enjoyment of the waterfront, it is not sufficient by itself to ensure the Port's future fiscal health. The Advisory Board concluded that the following additional strategies will be necessary to supplement the potential revenue benefits derived from the Waterfront Plan:

- Identify other funding and financing mechanisms to increase the Port's long-range capital reserve beyond the level already assumed in the financial model analyses. (Possible sources: outside funding, operational efficiencies, General Obligation Bonds, private subscriptions to help fund public projects).
- Encourage the possibility of new regional or shared organizational and budgeting arrangements such as a regional port system, or combining the Port and San Francisco International Airport, recognizing that such ventures would need to overcome significant legal, financial and political hurdles.

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- Institute operational improvements such as improved marketing and leasing decisions, facility cost accounting in a computerized format (including revenues), and detailed programming for maintenance services.
- Recommend against any further transfer (or attempts thereof) of Port funds to the City's General Fund, such as the State legislation passed in 1992.
- Explore the ability of the Port to retain tax revenues (including property, payroll, business taxes) derived from Port tenants, and ask the City for funding for open space purposes.

### The Need for a Flexible Plan

In light of the Port's financial condition, and the rapid changes which occur in its maritime and non-maritime operations, an important conclusion has emerged and is reflected in the Draft Waterfront Land Use Plan: the Waterfront Land Use Plan should be flexible. The Waterfront Plan should permit a variety of appropriate uses to be located on Port properties that currently are underutilized or deteriorating. Such flexibility will allow the Port to more readily respond to market conditions and development opportunities as it balances the needs of existing tenancies, community concerns and management objectives.

"Flexibility" is not meant to imply that the Port will be able to single-handedly dictate the rules by which waterfront land use decisions are made. Clearly, the City Planning Commission, Bay Conservation and Development Commission and the State Lands Commission will continue to review projects for compliance with their regulations. Instead, the Port will be able to consider a wider array of uses, predetermined to be acceptable to all parties, provided that they meet the Goals, Area Objectives, General Land Use Policies and Development Standards outlined in the Plan. The objective is to allow the Port to more effectively manage its property than in the past, within a framework of streamlined and coordinated land use policies, controls and processes.

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## Background Analysis for Water-Dependent Activities

A key priority of the waterfront planning process was to ensure that ample property was reserved for the existing and future land use needs of the Port's water-dependent activities. Water-dependent activities—those which require access to water in order to function—include cargo shipping, ship repair, passenger cruise, excursion boats and ferries, recreational boating and water activities, historic ships, fishing, and temporary and ceremonial berthing. The land use needs of these industries were determined following intensive, industry-by-industry evaluations and public workshops which were completed in October 1992. Approximately two-thirds of the Port's properties were then reserved to meet the future needs of water-dependent activities. Below are brief summaries of those industries, taken from more detailed profiles prepared by Port staff, and from statements of facts and issues based on the profile reports and workshops with industry representatives. These additional documents are available from the Port of San Francisco upon request. Following the summaries of the industries is a brief summary of dredging and its impacts on maritime operations at the Port of San Francisco.

### Cargo Shipping Industry

The “containerization” of cargo, whereby freight is pre-loaded into standard size boxes (as compared to “break-bulk” cargo which is freight that is made up of similar sized pieces loaded loosely or on palettes), began a revolution in shipping that has had dramatic impacts on most older waterfront cities, including San Francisco. Deregulation of transportation industries in the U.S. then paved the way for water, rail and motor carriers to work together in creating total transportation packages. The container provided an easily exchangeable conveyance between the different transport modes. As a result of deregulation and containerization, intermodal movement of international shipments has flourished during the last two decades. In San Francisco, these historical trends led to the shift away from the break-bulk facilities on finger piers in the northern waterfront to the modern container facilities in the southern waterfront.

In the future, containerized cargos are projected to further dominate San Francisco Bay Area maritime trade. The draft traffic forecast for the 1996 Seaport Plan update predicts over a four-fold increase in containerized cargo between 1990 and 2020, which accounts for approximately 80% of the total growth in dry cargo. At the same time, break-bulk cargo is projected to have little or no growth. These forecasts assume that the Bay Area will continue to compete successfully with other West Coast ports, especially Long Beach and Los Angeles. This assumption may prove optimistic in light of massive capital projects now underway in Southern California which



the Port of San Francisco is ill equipped to match. For example, the Ports of Los Angeles and Long Beach are spending over a billion each on intermodal cargo improvements. The Port of San Francisco's surplus revenue in 1994/95 which could be applied to such improvements was \$3 million.

San Francisco's share of the regional growth forecast in container cargo trade is dependent upon a number of variables, including shipping line operations, actions by regulatory agencies, availability of capital to meet infrastructure requirements, and ability to increase productivity at marine terminals. Although all of these variables can be influenced by the Port of San Francisco, few are completely within the Port's control. In addition, a number of economic, demographic and geographic factors outside the Port's control have severely limited San Francisco's ability to compete for intermodal container cargo shipping business. Some of the factors that will determine the future of container shipping in San Francisco include:

### **Competitive Access**

By virtue of its geographic location, San Francisco does not have the same access to inland and eastern markets as the Port of Oakland or other East Bay ports. Cargo moving by truck to or from East Bay locations must travel on the Bay Bridge, adding time and expense as well as load limitations. Rail service is provided by only one line, Southern Pacific, and it takes on average 2 days for cargo entering San Francisco to reach Oakland where it is consolidated onto eastbound trains. Furthermore, shipping companies have expressed a strong desire to locate where two or more railroads compete for business. San Francisco, with its one rail carrier, is therefore less attractive than Oakland, with three rail carriers. San Francisco also faces a competitive disadvantage with respect to cargo exports. Whereas 25 years ago most cargo exports were generated on the San Francisco side of the Bay, today most are generated from the east side and, for the same reasons discussed above, are most likely to be shipped out from Oakland.

### **Rail Line Access and Congestion**

The Southern Pacific rail line is located on the Peninsula Commute Service (PCS) corridor which is owned by the Peninsula Corridor Joint Powers Board (JPB). This double track rail line currently handles 60 commuter trains per week day traveling between San Francisco and San Jose. Freight rail operations are permitted, except during morning and afternoon peak commute hours. However, if both container cargo operations and commuter rail usage are projected to grow, conflicts will occur.

### **Double-stacked Intermodal Rail Service**

The economics of intermodal service favor ports that have the capability to allow containers to be double stacked on rail cars directly off the ship, which increases the capacity of a train without adding to its length. Although the Port is the only Northern California port with on-dock rail facilities and an on-dock rail yard, commonly known as the ICTF (intermodal container transfer facility), trains from the Port must go through two



number of temporary berthings has been relatively stable in the past few years (130 in 1990, 137 in 1991, 139 in 1992, and 134 in 1993) the rate at which they will occur in future years is difficult to predict.

The Port also provides berthing for ceremonial ships. Despite the Port's favorable location and San Francisco's reputation as an international cultural and tourist center, demand for this use has been erratic because promotional and special events are not routine. In recent years, the demand for ceremonial berthing varied from 45 visits in 1990, to 78 in 1991.

In order to accommodate the full range of temporary and ceremonial vessel needs, berthing facilities ideally should include truck access and turnaround areas, utilities, strong pier substructures and fender systems, parking, and security. Because of the irregularity of demand for these facilities, and the limited revenues to support improvements and maintenance, these activities are best accommodated through facilities shared with other users. Although revenues from this activity may not be sufficient to fund improvements, this use would be an ideal attraction and complement to mixed-use projects on the waterfront.

## Dredging

Although the Port is a naturally deep harbor, annual dredging is required to maintain berth and channel depths. Regulations governing dredging have recently become more complex and costly. Because of the decreased capacity at existing in-bay disposal sites and growing concerns about the potential environmental impacts of dredging, the entire Bay Area faces limitations on the ability to dredge in the near - and long-term future. A \$16 million regional "Long-Term Management Strategy for Dredged Material Disposal" ("LTMS") is underway to establish a 50 year strategy and alternatives for disposing of dredged materials in the most economical and environmentally sensitive way. The conclusions so far indicate that while ocean and upland disposal alternatives may provide new capacity, future testing and disposal costs will be far more expensive than in the past. For example, the 1991/92 dredging costs for newsprint cargo shipping operations at Piers 27-29 went from 6% of total revenues for in-bay disposal to about 85% of total revenues for upland disposal.

In the meantime, the Port of San Francisco has reduced its annual dredging to serve only those facilities with urgent and immediate needs. As a result, the Port has had to relocate cargo shipping tenants from the Port's China Basin break-bulk terminal to other marine terminals, and the China Basin terminal will most likely be re-leased for uses that do not require deep water access.

These recent examples indicate the potentially devastating land use and financial impacts the Port faces with respect to dredging. In addition, the Port is now required to fund water quality regional monitoring programs and new permit fees. New opportunities to generate revenues must be found to help offset the increasing dredging costs associated with maritime operations.

## Appendix B

# Text of Proposition H Ordinance

Passed by the San Francisco voters in November 1990

Be it ordained by the people of the City and County of San Francisco that the Administrative Code is hereby amended by adding a new Chapter as follows:

### Section 1 — Findings and Declaration of Policy

The people of the City and County of San Francisco find and declare:

- a. Whereas, the waterfront of San Francisco is an irreplaceable public resource of the highest value;
- b. Whereas, the most beneficial and appropriate use of the waterfront is for purposes related to and dependent on their proximity to San Francisco Bay and the Pacific Ocean, such as maritime uses, public access to, and restoration of, San Francisco Bay;
- c. Whereas, San Francisco holds the waterfront in Trust for the People of California;
- d. Whereas, maritime uses, public access to, and restoration of San Francisco Bay serve San Francisco residents, and provide significant economic, social and environmental benefits to San Francisco and its residents, including a diversity of employment opportunities and better access to a healthier San Francisco Bay;
- e. Whereas, the waterfront contains structures of historical and architectural importance;
- f. Whereas, it is poor planning to approve waterfront land uses on an ad hoc basis, rather than as part of a comprehensive waterfront land use plan;
- g. Whereas, it is in the interest of San Francisco to develop a strong and economically vital waterfront with adequate public access to and restoration of San Francisco Bay; and
- h. Whereas, changing conditions in the maritime industry such as deeper draft vessels and increased awareness of the negative environmental impacts of dredging and dredge-spoil dumping indicate that cargo handling at the Port of San Francisco could increase dramatically;

Therefore the people of San Francisco declare that it is the policy of the City and County of San Francisco that:

- a. the waterfront be reserved for maritime uses, public access, and projects which aid in the preservation and restoration of the environment;
- b. where such land uses are infeasible or impossible, only acceptable non-maritime land uses as set forth in this ordinance shall be allowed;
- c. a waterfront land use plan shall be prepared (as set forth in Section 2 of this ordinance) to further define acceptable and unacceptable non-maritime land uses and to assign land uses for specific waterfront parcels.

## Appendix C

# Glossary of Terms

**Academic Institutions** - Institutions or classrooms for educational purposes, including but not limited to: academic, professional, cultural, business, technical, industrial arts, fine arts or other types of education.

**Accessory Parking** - Parking which is associated with existing Port activities or which is provided as a requirement for new development.

**Artist/Designer Studios and Galleries** - Facilities for artisans and designers (e.g. artists, designers, craft-persons, graphic artists, sculptors, wood workers, etc.) including but not limited to: space for manufacturing/creating, exhibiting and/or selling of products (e.g. studios, galleries, workshops, warehouses), which shall not be used for residences unless all applicable local and state authorizations are obtained.

**Assembly and Entertainment** - Facilities for entertainment and attractions including but not limited to: band shells, auditoriums, theaters (cinemas and live performances), night clubs, amusement parks, conference, convention and event facilities, exhibition halls, public markets and children's entertainment.

### Bay Oriented Commercial Recreation and Public

**Assembly Uses** - Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*San Francisco Bay Plan*, p. 36)

**Break-bulk** - Freight which generally is made up of similar size pieces which is loaded into or unloaded from a ship's hold in small bulk quantities, usually loosely, on a pallet or in a cargo net. Breakbulk was the traditional method of cargo handling along the Port's finger piers before innovations in container cargo shipping.

**Bulkhead Buildings** - Structures, generally built on top of the seawall north of China Basin Channel, most of which extend between pierhead buildings.

**Burton Act** - State legislation which sets the terms and conditions for the transfer of Port property to the jurisdiction of the City and County of San Francisco, subject to control and management by a local Port Commission. (*California Statutes*, Chapter 1333, 1968.)

**California State Lands Commission** - A State agency with jurisdiction over the lands granted in trust to the Port of San Francisco. Commission staff monitors Port activities and projects to ensure compliance with the *Burton Act* (legislation that transferred Port lands to the City) and the public trust doctrine.



**Cargo Shipping** - Primary, support and ancillary facilities for waterborne transport of cargo shipped in container boxes or in bulk (dry bulk, liquid bulk, break-bulk, neo-bulk) including but not limited to: shipping terminals and berths, cargo handling, storage and warehousing, equipment storage and repair facilities, cargo sourcing, container freight stations, freight rail and truck access, ship servicing, administrative functions, and employee support services, (e.g. training facilities, parking).

**Community Facilities** - Public safety and community service facilities, including but not limited to: fire and police stations, postal services, day care, health care, libraries, community meeting rooms, and medical emergency helipad.

**Container Cargo** - Cargo which is transported in standard sized boxes.

**Dry Bulk** - Dry loose freight, such as grain and various ores, which is loaded or unloaded via conveyor belts, spouts or scoops.

**Ferry & Excursion Boats and Water Taxis** - Primary, support and ancillary facilities for waterborne transportation (e.g. commuter ferries, water taxis, hovercrafts) or short-term excursions (e.g. charter boats, mini-cruises, sight-seeing, gaming, dining and entertainment on the water) including but not limited to:

passenger terminals and berthing areas, storage, employee or passenger parking, administrative functions, ship servicing areas, layover berths, fueling stations and other boat or passenger services.

**Fill** - As defined in the *McAteer-Petris Act* which created the Bay Conservation and Development Commission, fill means "earth or any other substance or material including pilings or structures placed on pilings, and structures floating at some or all times and moored for extended periods, such as houseboats and floating docks."

**Fill Credit** - A proposed concept whereby existing fill could be removed and relocated to another site.

**Fishing Industry** - Primary, support and ancillary facilities for commercial or sport fishing operations including but not limited to: fishing boat berths and harbors, fish processing, handling (e.g. cleaning and packing) and distribution facilities, support services (e.g. fuel docks, Fisherman's Wharf Chapel, fishing research and education facilities), storage, maintenance and administrative functions, and employee services (e.g. training facilities and parking).

**General Industry** - Facilities for enclosed and open air industrial activities, including but not limited to: recycling operations, automobile repair and related services, bio-remediation, sand and gravel operations, transmission facil-

ities, and manufacturing operations.

**General Office** - Includes but is not limited to: administrative, management, executive, business service, research and development, and professional services for small and large companies.

**Historic Ships** - Primary, support and ancillary facilities for display of historic vessels including but not limited to: berthing areas, museum/exhibit and administrative space, storage maintenance and workshop space and employee and visitor parking.

**Hotel** - Facilities for overnight lodging, including hotels, boatels, bed and breakfast [except for overnight lodging on ships which is consistent with a primary water-dependent use (e.g. temporary or ceremonial berthing, recreational berthing, etc.)]

**Liquid Bulk** - Liquid freight, such as petroleum or vegetable oil, which is shipped in tankers rather than in drums or other small, individual units.

**Maritime** - A general term used to describe industrial, commercial or recreation activities related to waterborne commerce, navigation and recreation, including but not limited to: cargo shipping, ship repair, ferries and excursion boats, cruises, recreational boating, historic ships, fishing industry, berthing.

**Maritime Office** - Administrative and business functions for any maritime industry including, but not limited to: import/export businesses, legal and professional services.

**Maritime Support Services** - Ancillary functions needed to support maritime activities including but not limited to: tug and tow operations, bar pilots, ship chandlers, associated parking and maintenance, equipment storage, repair and warehouse facilities, environmental services, Foreign Trade Zone and Port maintenance.

**McAteer-Petris Act** - An Act passed by the State legislative in 1969 which created the San Francisco Bay Conservation and Development Commission (BCDC).

**Museums** - Includes but is not limited to: facilities for exhibits on San Francisco history, maritime history, ongoing exhibitions, cultural and exhibit space, etc.

**Neo-bulk** - Freight such as autos, steel products and newsprint paper rolls which is shipped in large bulk quantities.

**Non-Accessory Parking** - Parking open to general public use which is not specifically to serve existing Port activities or required for new development.

**Non-Water Dependent Activities** - Activities and land uses which do not require access to the water in order to function.

**Open Space** - Includes but is not limited to: parks, wildlife habitat, wetlands, large plazas, tot lots, fishing piers and related public amenities.

**Parking** - Includes but is not limited to: surface parking lots or above or below grade garages. (See also Accessory Parking and Non-Accessory Parking.)

**Passenger Cruise Ships** - Primary, support and ancillary facilities for large, generally international passenger cruise vessels with sleeping accommodations typically for over 250 passengers (e.g. ships providing long-distance vacation and recreation voyages which may include gaming, dining and entertainment on board), including but not limited to: passenger terminals and berthing areas, waiting and customs areas, publicly accessible bon voyage and greeting areas, and passenger-serving retail, entertainment and commercial services, ship servicing areas, bus, taxi and visitor pick-up/drop-off and parking areas.

**Pierhead Buildings** - Structures, generally built on top of the seawall and spanning the width of the pier, which are the entrances to piers.

**Piers** - Pile-supported structures over water, which generally have more regulatory restrictions imposed on their use than other Port facilities. The fact that a Port facility is, or is not, commonly referred to as a "pier" does not

necessarily mean it is in fact a Pier. The actual construction characteristics, as opposed to the common names of facilities, is the determining factor.

**Port-Priority Use and Port-Priority Use Areas** -

The BCDC/MTC *Seaport Plan* designates areas that should be reserved for port priority uses, including marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repair, and support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers and marine services. Uses that are permitted within port-priority use areas may also include public access and public and commercial recreational development, provided they do not significantly impair the efficient utilization of the port area.

**PortWalk** - New public access walkways and amenities extending onto piers, where feasible, as major new mixed use pier developments occur that, together with public sidewalks and rights-of-way and pedestrian improvements under construction along The Embarcadero, will provide continuous pedestrian access through waterfront activity areas. PortWalk improvements will primarily be located north of China Basin, but also could be established south of China Basin where possible.



**Power Plants** - Facilities and utility installations to generate power including, but not limited to, cogeneration power plants.

**Proposition H** - A ballot measure adopted by San Francisco voters in November 1990 which imposed a moratorium on new “non-maritime” development pending completion of a land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

**Public Access** - Areas or features which are open to the public, often provided as part of new development, including but not limited to: esplanades, boardwalks, pedestrian access to piers, small plazas, visual or informational displays, kiosks, signage, public fishing and viewing areas and related public amenities.

**Public Trust** - Under the public trust doctrine, title to tidelands and lands under navigable waters (as existed when California became a state) is held in trust by the State for the benefit of the people of California and must be used for purposes of commerce, navigation and fishing as well as for environmental and recreational purposes. The Port of San Francisco is the trustee for public trust lands granted to the City by State legislation in 1968 (i.e. the *Burton Act*).

**Recreational Boating and Water Use** - Primary, support and ancillary facilities for recreational boating and other water sport enthusiasts (e.g. swimmers, kayakers and windsurfers) including but not limited to: sailing center for yachting events, swimming, rowing and boating clubs, marinas, visiting boat docks and moorings, boat rental facilities, boat launches, fueling stations, repair and dry storage facilities, administrative functions, visitor, boat trailer and employee parking, public restrooms, and other public facilities.

**Recreational Enterprises** - Facilities for non-maritime recreation-oriented activities including but not limited to: athletic fitness facilities, indoor and outdoor sports courts, jogging tracks, health and fitness centers and other non-maritime recreation amenities.

**Residential** - Includes but is not limited to: multi-family unit developments, and, in the southern waterfront, an RV park.

**Retail** - Retail sales of goods and services, including but not limited to: restaurants and other eating and drinking establishments, shops, personal services, dry goods, public and other markets, retail outlets, gas stations and carwashes.

### **San Francisco Bay Conservation & Development**

**Commission (BCDC)** - A state-created agency with authority to permit or deny any project in or over the San Francisco Bay or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. BCDC’s responsibilities include protecting San Francisco Bay from excessive fill and preserving the Bay waterfront for Bay-oriented or water-dependent uses.

**Seawall Lots (or “SWL”)** - Parcels of land owned by the Port which generally lie inland of the seawall which separates land from the Bay. North of China Basin, seawall lots usually are located across The Embarcadero from the water (or along Jefferson Street in Fisherman’s Wharf or near King Street in South Beach). South of China Basin, seawall lots more often abut the water, but they are not pile-supported structures like piers.

**Ship Repair** - Primary, support and ancillary facilities for repair, restoration, and maintenance of large and small vessels, including but not limited to: drydock and berthing areas, warehouses, workshop and storage areas, administrative functions, and employee support services, (e.g. training facilities, parking).



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